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ABSTRACT

Through an overview of three teacher centers, this report attempts to characterize what a teacher center is, does, and how it can be organized. The centers included in this report are the following: (a) the Bay Area Learning Center (BALC), California; (b) the Rhode Island Teacher Center (RITC); and (c) the Texas Center for the Improvement of Educational Systems (TCIES). Part 1 traces the evolution of the three pilot teacher centers, describes center activities, and generalizes teacher center functions. Part 2 contrasts certain functions of each pilot, and comments on some of the results and successes as well as some of the problems surrounding their origins. The appendix gives an overview of (a) the first eighteen months of BALC and RITC, (b) the first two years of TCIES, and (c) the impact and status of selected project components in 1973-74 and 1974-75. These histories of the three pilots present events thought significant to the teacher center functions and are pertinant to the following topics: (a) the federal role or posture in the program, (b) program planning and the institutionalization of change, and (c) parity. (JS)

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EVALUATING THE TEACHER CENTER PILOTS:
THE THIRD ANNUAL REPORT
1974-1975

Volume I
SUMMARY

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Prepared by

Evaluation Research Center
University of Virginia
Charlottesville, Virginia

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As the authors, we are happy to acknowledge the contributions of others, but we assume all responsibility for errors and misconceptions presented in this volume.

Andres Steinmetz
Jane Siegel

INTRODUCTION

A. BACKGROUND

This document reports on the fourth year of evaluation and technical assistance rendered by the Evaluation Research Center to the Teacher Center program.

During the second half of 1971, under what was then called the Teacher Center program, the Office of Education funded four pilot projects, one located in Texas, one in Rhode Island, one in the Bay Area of California, and one in Washington, D. C. From 1971 to the present the Evaluation Research Center has provided a variety of evaluation services to these projects.* A list of ERC reports covering the time period 1971-1974 may be found in Appendix 2.

This report is one of four prepared simultaneously concerning ERC's work with the pilot projects in 1974-75. Volume II reports on the Bay Area Learning Center (BALC), Volume III on the Rhode Island Teacher Center (RITC), and Volume IV on the Texas Center for the Improvement of Educational Systems (TCIES). This volume cuts across the three current Teacher Center pilots and offers some generalizations about the Teacher Center idea based on ERC's association with the Office of Education and the pilots

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* The Washington, D. C. pilot was discontinued in 1974 and will not be treated in this report.

themselves.

B. EVENTS LEADING UP TO THIS YEAR'S WORK

In August 1974 ERC's evaluators began to plan the 1974-75 external evaluation effort for the Teacher Center pilot projects. The primary focus of the work was to identify and select the most promising aspects of each project for in-depth study and validation.** The purpose of this activity was to develop the basis for an "application model" of Teacher Centers.

Procedures for identification and selection of these projects included: (1) a careful review of all internal and external documents available to the ERC staff; (2) an examination of previously collected evaluation data (especially the impact survey results); (3) consideration of the input from the Office of Education and Teacher Center officials; and (4) an analysis of the three items above. The first two tasks were straightforward, though time-consuming, tasks. The third activity, consideration of input from the Office of Education and Teacher Center officials, involved a rewarding but more complex process that seems to warrant description.

As an outcome of a productive meeting of numerous parties, held in Washington, D.C. in February 1974, a Teacher Center Consortium was formed. For 1974-75 this consortium included as members: Teacher Center pilot project directors; regional Office of Education project officers; ERC representatives; and, as chairmen, the directors of the University

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** "Validation" is used in this case to describe a verification process including review of documents, on-site observation and interviews.

of South Florida LTI on Education Personnel Development.

During a series of Teacher Center Consortium meetings, in September and November 1974, and January 1975, discussions were held about the external evaluation of the Teacher Center pilots. Further, activities were carried out that ensured consortium members an opportunity to identify and select promising aspects of the projects for in-depth study in 1974-75. First, a list of primary choices of promising aspects was drawn up by each project director. These lists specified their selection criteria*** and indicated the availability and nature of documentation which would validate their choices. They then presented their evaluation plans, which called for further study of the following aspects of Teacher Centers by site:

- Bay Area Learning Center (BALC) - The nature and extent of tri-district collaboration on staff development program activity was to be surveyed. Impact data was also to be gathered on the START Center in Oakland, one of the three local education agency staff development centers supported by BALC.
- Rhode Island Teacher Center (RITC) - Three aspects of the project were to be examined: (1) technical assistance to local education agencies by generalist consultants; (2) information

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*** Examples of selection criteria were the extent to which an activity or aspect of the project contributed to the attainment of its goals or was rated particularly important to Teacher Center clients.

service to educators; and (3) staff development assistance to local education agencies. Also, impact data about the project's major components was to be collected and analyzed.

Following discussion and clarification of the evaluation plan for BALC and RITC presented by the ERC staff, all (the Teacher Center directors, Office of Education officials and ERC representatives) agreed that the above work should be carried out.

- Texas Center for the Improvement of Educational Systems (TCIES) - At first, an impact study of two of the several TCIES-supported Teacher Center projects was considered. Dallas and Houston were selected as representatives of an urban local education agency-based project and a university and competency-based teacher education (CBTE) effort respectively. Later, however, ERC, the Office of Education and TCIES officials agreed upon a different and broader effort. It was decided to conduct a study aimed at validating the existence of collaborative educational activity among local education agencies, institutions of higher education, state education agencies, education service centers, and community representatives in Dallas, Fort Worth, Houston, San Antonio and Canyon/Amarillo.

C. GENERAL NATURE OF THIS YEAR'S WORK

Volumes II and III report on the surveys done to determine the impact of promising aspects of the BALC and RITC projects respectively. In the

Bay Area the survey sought to determine the impact of the START Center and the BALC teacher in-service offerings, while in Rhode Island it sought to document the impact of all of the RITC components.

Volume IV reports on the nature and extent of collaborative activity at the five Teacher Centers in Texas (Dallas Teacher Education Center, Fort Worth Teacher Center, Houston Teacher Center, San Antonio Teacher Education Advisory Center, and West Texas Teacher Center at Canyon/ Amarillo). That work is based on a round of on-site interviews conducted in May 1975 by three ERC investigators.

This volume deals with the attempt to construct an "application model" of a Teacher Center. The first step was to elicit from project personnel a description of the most promising aspects of their project. Next, these descriptions were reviewed by ERC, which then developed some general functions under which all of the activities could be summarized. The functions chosen seemed naturally to encompass the major thrusts at each of the pilots and the project characteristics or approaches the Office of Education had encouraged the pilots to develop. The "application model" consists of a listing of these functions with a discussion of each which attempts to highlight some of the successes or problems encountered by the pilots over the years. Hopefully, the reader interested in the Teacher Center concept and the kinds of functions which the pilots developed under that name will gain some insights useful to any attempts at creating similar organizations.

D. OUTLINE OF THIS VOLUME

The term Teacher Center lacks definition. At present it seems to be linked with almost any effort at improving a teacher's effectiveness, and in that sense stands in danger of encompassing too much and thus not really meaning anything.

Although our primary interest has not been to define the term "Teacher Center," we have been interested in finding a practical way of characterizing the national Teacher Center pilots in the Bay Area, Rhode Island, and Texas. As interest in such concepts as competency-based teacher education increases, and as the training of teachers becomes more directly field-based to include the substantive input of teachers in the field, professional associations, and other groups, there has been a corresponding increase in understanding what a Teacher Center is, does, and how one might be organized as a field-based training center, since the Teacher Center concept is associated with that movement to "externalize" the university. Thus, Chapter 1 in this volume traces the evolution of the pilots by referring to the context out of which they arose in 1971. It also points out the categories of educational or project activity which, for the purposes of the "application model" in this report, were translated into what are called the Teacher Center Functions.

Appendix 1 gives an overview of the first eighteen months in the lives of BALC, RITC and of the first two years of TCIES, and an overview of the results of selected components or of certain project characteristics

in 1973-74 and 1974-75. The capsule histories of the three pilots outline events thought significant to the Teacher Center functions presented in Chapter 2. In particular, events are chosen for inclusion in these accounts for their pertinence to the topics of (a) the federal role or posture in the program, (b) program planning and the institutionalization of change, and (c) parity. All are later discussed under the topic of management in Chapter 2. The project components or characteristics whose results or nature are briefly reviewed (and more fully reported on in Volumes II, III and IV and in the reports of earlier years) touch on aspects of the Teacher Center functions presented in Chapter 2.

Chapter 2, The Application Model, is based on the notion that an entity called a Teacher Center can be described as an organization facilitating and carrying out certain functions. It contrasts the relative emphasis of the three pilots on each of the functions and comments on some of their results and successes as well as on some of the problems surrounding their genesis. Hopefully, both the functions themselves and the discussion about them will serve as a helpful guide to anyone about to embark on an adventure as complex and challenging as that undertaken by the three pilots.

CHAPTER 1

THE EVOLUTION OF MAJOR PILOT TEACHER CENTER ACTIVITIES

A. INTRODUCTION AND SUMMARY

This chapter summarizes the evolution of certain approaches or solution strategies to problems in teacher education in the form of three pilot projects funded by the Office of Education.

Past experience led the Office of Education to identify certain local conditions and interests as important preconditions to the establishment of large scale programs. Four sites were then located where these conditions more or less obtained and these sites were designated as the pilot projects of the Teacher Center program. These events are summarized in Section B of this chapter, "A Rational Reconstruction of Events Leading to the Teacher Center Program."

The Office of Education had also learned, through past experience, of the need to abide by certain principles and procedures of program operation. Although the Office of Education wanted each pilot to be left free to develop in its own way, it was also anxious that they adhere to these general principles of operation since they represented certain "lessons learned." These principles, or "Office of Education conditions," as they came to be called, are listed in Section C of this chapter, "The Pilot Projects and the Office of Education Conditions."

B. A RATIONAL RECONSTRUCTION OF EVENTS LEADING TO THE TEACHER CENTER PROGRAM[1]

Within two to three years of the formation of the Bureau of Education Professions Development (BEPD) in the U.S. Office of Education in 1968, the people within that bureau became convinced that the effectiveness of the bureau suffered because it had come to consist of some thirteen programs which seemed to form a set of unrelated fragments rather than a coherent whole. However, a number of Office of Education and other projects provided a "body of experience" which was suggestive of steps to remedy this problem. For example, apparently during 1969-70 the superintendent of schools in Louisville, Kentucky, managed to combine the assistance the district was receiving under numerous separate federally funded programs into a single thrust planned locally and related to locally articulated needs. Some people within the bureau and others at the Office of Education were impressed with the results of this site concentration idea, as it came to be called. Other programs such as Urban-Rural, and TREND, operational by 1970-71, also contained good ideas about solving program fragmentation. These two programs were designed to

1. The account in this section is based on the following sources: (a) ERC's own acquaintance with pilot-realted events since the fall of 1971 which includes attendance at conversations and presentations during which OE program intents and strategies were set forth; (b) interviews by Andres Steinmetz in March 1972 with five members of the OE associated i n some way with the inception of the Teacher Center program; (c) Teachers for the Real World, B.O. Smith, R. Howsam and R. Houston, Competency Based Teacher Education; A. Schmeider and S. Holowenzak, The Function of Consortia in Competency-Based Education; D. Marsh, An Explication of the Issues Surrounding Teacher Centers and Education Renewal Sites; the first proposals from each of the sites supplied to ERC by the Office of Education; and early documents describing the Teacher Center program, and identified as representing the program of which the four Teacher Center projects were pilots.

address the problems of low achieving students and emphasized local needs assessment and systematic planning. Then, in the fall of 1970, an activity called Task Force '72 was formed charged with identifying existing projects or ideas throughout the country which seemed to carry some exceptional promise for improving the existing state of affairs in education or which might better anticipate or deal with future problems. This work began in January 1971, and in the course of one year, after meetings throughout the country, all indications seemed to be that the two most promising movements were the competency-based efforts in education and the idea of having some kind of mechanism for more effectively "installing new (educational) products" in the schools. Finally, the concept of the training complex, developed in a book called Teachers for the Real World, had been operationally explored in 1969-70 and by the time fiscal year 1972 funding decisions were being made ten or eleven training complexes were in place and had attained a measure of popularity. Whereas the Trainers of Teacher Trainers (TTT), begun in 1967, had sought the active involvement of many university disciplines in the preparation of teachers, the training complexes now extended that lead to more actively include the schools in that joint effort. A training complex was to be, among other things, neutral territory where schools and universities could cooperate in teacher training.

The "body of experience" referred to earlier, then, seemed to amount to the following: Louisville exemplified gathering different Office of Education-

funded projects together into single thrusts. The Urban-Rural and TREND programs encouraged system-wide efforts in which schools were to decide their own priorities through planning and needs assessment, and school boards were to delegate substantial authority over budget and hiring of personnel to representative councils. The TTT program seemed to use the training complex notion where institutions of higher education worked cooperatively with local education agencies in the training of teachers. And finally, performance-based efforts in education, particularly in teacher training, and the idea that a "delivery system" was needed to insure that the results of educational research--the "proven products" and the "promising practices"--became available to classrooms, had both been identified as concepts with a high potential for solving educational problems.

As fiscal year 1972 approached some Urban-Rural funds remained unspent and were still available. At the same time papers began appearing on the British Teacher Centers, and some persons from the Office of Education visited England and returned impressed with what they had seen. Teacher Centers were reported to be an informal place where teachers gathered to become acquainted with and try out new materials and methods. Much of their apparent success was ascribed to the self-regulation the Teacher Centers enjoyed: they were operated by teachers and for teachers.

The Teacher Center idea appeared a natural one on which to build a new program that would take advantage of past experience and promising ideas. The unspent money still available could be used to test such a

program on a small scale during fiscal year 1972, while at the same time planning preparatory to starting a large scale program in fiscal year 1973 could proceed using knowledge gained from these pilot efforts. However, time was essential to such a plan and it was too late to request and review proposals for Teacher Center pilots. It was decided that BEPD (which became the National Center for Improvement of Educational Systems in November 1971) would work together on this with the National Center for Educational Communications, the two bureaus dealing with training and with information retrieval and dissemination and the logical branches under which the new program's emphases would fall. Moreover, this joint involvement of BEPD (NCIES and NCEC) provided an adequate basis for choosing pilot sites quickly since NCEC held approved proposals for 1971-72. It thus only remained to choose from among these proposals and approach the sites involved to (a) test their willingness to be funded through NCIES instead of NCEC, (b) test their willingness to become linked to the information dissemination unit of their locale, and (c) verify their interests in shaping the development of a national program under certain limited constraints imposed by the Office of Education. The unspent funds could then be encumbered through a contingency grant for 1971-72 requiring only that a small percentage of the total grant be used for planning and the additional money not be touched until the planning was done.

As to the choice of sites, apart from their submission of strong proposals to NCEC, it was expected that the Office of Education would

learn most from dissimilar experiments encompassing a geographical distribution and combination of situations representative enough to serve as useful input to program planning. Accordingly, proposals from Washington, D.C., Texas, Rhode Island and the Bay Area were chosen. Washington, D.C. represented a local education agency-state education agency combination, had an active Career Opportunities Program and was reputed to have a good information system. Texas, a state education agency model, had a well developed TTT program, capable information dissemination personnel, a well-established network of education service centers, and very advanced competency-based teacher education efforts. Rhode Island was a small state in which a university-based model was to be tried. There was also interest there in information dissemination and in performance-based training. In addition, the state commissioner was felt to have a systems management orientation and it was expected that the state and local education agencies would work well together there. Finally, in the Bay Area, Oakland had a Career Opportunities Program, and a training complex had been established in the area. The San Mateo Educational Resource Center was an information/dissemination unit able to serve the Oakland, Berkeley, and San Francisco school districts, and the Teachers Active Learning Center in San Francisco promised to embody much of what a British Teacher Center was about--in fact, it was thought that the Teachers Active Learning Center could become a kind of model for the Bay Area Teacher Center. The Oakland Public School was named

fiscal agent, but the project was to equally include both the San Francisco and Berkeley school districts. The four sites which were approached are reported to have reacted positively to the plan, declaring themselves willing to submit proposals, and thus the four Teacher Center pilots were born.

C. THE PILOT PROJECTS AND THE OE CONDITIONS[2]

As already implied above, the following complex mixture of political, professional, personal and fiscal circumstances led to the selection of the pilots: (a) considerable federal funds already existed on site which could be better focused for professional staff training; (b) Office of Education staff estimates of local staff potential for development were favorable; and (c) the usual ill-defined quasi-political forces which always influence government funding decisions were present. The Office of Education was determined that the pilots develop naturally; that is, that as little direction or pre-determined structure as possible be imposed through funding requirements. The purpose of the pilots was as much to experiment with institutional development strategies as to reform teacher training. The pilots were aimed at finding new ways to increase institutional cooperation and responsiveness to public school needs in the training of teachers.

Once chosen the four pilots were to provide an opportunity for comparative study not only in regard to their development as pilots but also in the way they organized and used their resources, given their initial

2. The material in this section is based on the documents I 23 OE, I 69 OE, and I 71 OE; see appendix for complete reference.

circumstances and their interactions with Office of Education personnel. The Office of Education insisted only that each pilot meet certain principles of operation or conditions which summarized lessons learned from earlier experiences with the operation of many different programs. At first, these conditions were stated by the Office of Education as follows:

- Parity: There was to be involvement of state departments of education, universities, local school districts, and community representatives as cooperative and equal parties in the establishment of teacher training efforts.
- Needs assessment: Initial program planning was to be based on a systematic determination of client needs.
- Planning to meet identified needs: Each pilot was expected to address itself programmatically to identified needs on an ongoing basis.
- Reallocation of resources to meet priority needs: Reallocation of resources was to occur to meet priority needs in each of the pilot projects.
- Commitment at highest level of management: Commitment from the highest level of management in each pilot was to be secured and maintained.
- Process evaluation: A problem-solving approach to project development, including process evaluation, was to be a part of each pilot.

- Information/dissemination system: An information system for storage and retrieval of educational training practices was to be linked to each pilot and be capable of dissemination of relevant information to project clients.

However, there was considerable ambiguity on the extent to which these conditions or a subset of them were to be applied. There were also problems of definition. Clearly, many activities importantly different in nature and scope could be put forth as examples of any of the conditions and detailed local investigation over time would be necessary to provide adequate examples of how any pilot operationally defined each condition. (As it turned out, ERC attempted, in 1973, to compare the pilots on their progress relative to each condition. This was done through a series of interviews at each site and through analysis of documents produced by each project. The results of the comparison are presented in two ERC reports, Evaluating the Four Teacher Center Pilots: A Status Report, March 28, 1973, Volume I; and Evaluating the Four Teacher Center Pilots: The Annual Report, June 30, 1973, Volume I.)

Project officers were to help communicate to their pilots the Office of Education conditions which were to apply. How the conditions were to be interpreted operationally was also left up to each pilot and the assistance of its project officer. By mid-1972 it seemed clear that loose adherence to the Office of Education conditions would be tolerated by the Office of Education and that only the condition calling for some sort

of evaluation might be more rigorously enforced. The pilots themselves eventually seemed to recognize as "the Office of Education conditions" only the requirements for parity, needs assessment, evaluation, and an information/dissemination system. It is also evident in retrospect that each pilot abided by these conditions with different degrees of rigor and emphasized some more than others.

CHAPTER 2

THE APPLICATION MODEL

A. INTRODUCTION

Chapter I briefly traced the evolution of the pilots and noted the conditions applied to their development by the Office of Education. This chapter is devoted to the presentation of an "application model" and a discussion of each of the functions it contains.

In 1974 ERC created a set of categories of educational activity which were used to classify the operational characteristics of each of the pilots (I95OE). The impact surveys of 1973-74 and 1974-75 mentioned in Appendix 1 were designed on the basis of these categories which are listed below:

- establishment of program goals relevant to real world educational needs based on client and practitioner perceptions;
- establishment of a system that makes knowledge available to practitioners (teachers and administrators) to meet goals;
- delivery to practitioners of products, processes, and services needed to deal with real world goals;
- training of practitioners to use programs and services that deal with real world problems;
- involvement of practitioners and clients in the creation of programs relevant to real world goals;

- involvement of practitioners and clients in the governance of educational organizations responsive to real world goals;
- increasing resources that exist within the organization's span of control;
- improvement of the institutional health of educational organizations; and
- increasing the resources potentially available to an organization through the establishment of interinstitutional cooperation.

From these categories, a definition for Teacher Centers emerged: an educational organization engaged in most or all of the above mentioned categories of educational activities. These categories also more or less encompassed the original Office of Education conditions by which the pilots were supposed to abide or to exhibit. The August 1974 summary volume (I 95 OE) produced by the ERC staff outlined the different components of each project that fell under the category headings at the time.

This year the same categories were reconsidered in an attempt to summarize and contrast project activity more comprehensively. This led to the identification of the following seven functions in terms of which the activities of the pilot projects can be described.

1.0 Manage pilots

2.0 Establish program goals

3.0 Develop and provide field-based teacher training

4.0 Maintain space for teachers

5.0 Provide information on current educational research and practice

6.0 Develop and deliver a problem-solving capacity

7.0 Conduct evaluation

On the following page the same functions are incorporated into a network labeled Operate Teacher Center. Each of the numbered functions has been analyzed into the subactivities that define them.[1] Some obvious and necessary relationships among the functions are shown by means of arrows.[2] This network, then, is the general scheme under which any of the pilots may be described.

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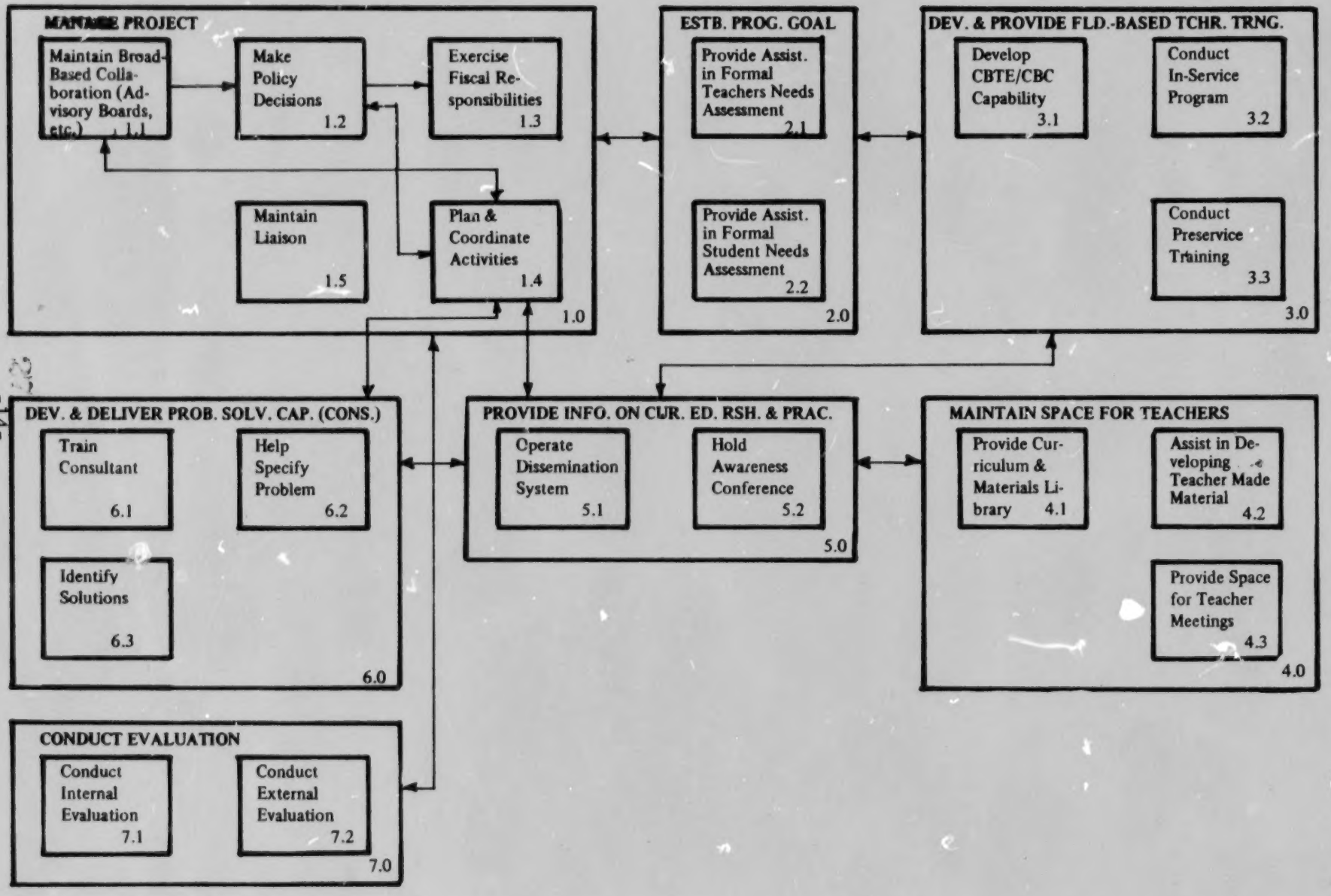
1. Volumes II and III in this series of ERC reports describe the BALC and RITC programs in some detail.
2. Technically, the head of the arrow points to the component that uses as inputs outputs of the components from which the arrow originates. Double-headed arrows show that the components involved use each other's outputs as inputs.

OPERATE TEACHER CENTER


MANAGE PROJECT
Maintain Broad-Based Collaboration (Advisory Boards, etc.) 1.1
Make Policy Decisions 1.2
Exercise Fiscal Responsibilities 1.3
Maintain Liaison 1.5
Plan & Coordinate Activities 1.4
1.0
ESTB. PROG. GOAL
Provide Assist. in Formal Teachers Needs Assessment 2.1
Provide Assist. in Formal Student Needs Assessment 2.2
2.0
DEV. & PROVIDE FLD.-BASED TCHR. TRNG.
Develop CBTE/CBC Capability 3.1
Conduct In-Service Program 3.2
Conduct Preservice Training 3.3
3.0
DEV. & DELIVER PROB. SOLV. CAP. (CONS.)
Train Consultant 6.1
Help Specify Problem 6.2
Identify Solutions 6.3
6.0
PROVIDE INFO. ON CUR. ED. RSH. & PRAC.
Operate Dissemination System 5.1
Hold Awareness Conference 5.2
5.0
MAINTAIN SPACE FOR TEACHERS
Provide Curriculum & Materials Library 4.1
Assist in Developing Teacher Made Material 4.2
Provide Space for Teacher Meetings 4.3
4.0
CONDUCT EVALUATION
Conduct Internal Evaluation 7.1
Conduct External Evaluation 7.2
7.0

B. DISCUSSION

In this section project events and characteristics will be examined with a view toward differences in Teacher Center functions at the three pilot sites and the hope that it will provide guidelines and conclusions for any reader involved in similar efforts. Some discussion will be based on material presented in Chapter 1.

1.0 Management

a. The Federal Role

Although details on how the pilots were selected are only partially known to the ERC staff, it does seem clear that the Office of Education was eager to take advantage of certain promising local conditions.

In Rhode Island a new commissioner of education and a plan to initiate a large scale reorganization in the educational system combined to provide a setting compatible with the Office of Education's desire to experiment with large-scale teacher training reform.

In the Bay Area a history of innovation and previous infusions of federal dollars provided a fertile setting in which, with a little help, something dramatic might happen. Already in existence, for example, were the San Mateo Educational Resource Center, which exemplified the Office of Education's interest in information dissemination systems, and the Teachers Active Learning Center, which embodied a variation of the English Teacher Center and the promise

to serve as a model for whatever strategies of teacher education might emerge.

In Texas the existing educational program was sufficient reason in itself to justify the location of the pilot site; many persons have maintained that the Office of Education's early formulations of the Teacher Center program borrowed heavily from educational activity being implemented in the Lone Star state.

It has already been noted that the Office of Education was eager to have the pilots develop programs that would be responsive to local conditions and interests. This, however, depended on the project officer. In both the Bay Area and Rhode Island, the Office of Education, through project officers, their demands and postures, asserted a good deal of influence. The project officer in Texas, however, adopted a laissez faire attitude from the beginning, and the federal dollars were immediately used statewide to further develop ongoing or already planned activities.

In the Bay Area the Office of Education insisted that the Teachers Active Learning Center (TALC), in operation in San Francisco at the time, become an ingredient in the tri-district effort. This requirement turned out to be ineffectual at best, and at worst injected a poison into the first year of project activity. The Oakland school district did not want TALC as an unnegotiable ingredient in the project. A good deal of friction was created and emotional energy wasted in

administrative maneuvers, as TALC fought to retain funding and remain a member of the project and the Oakland school district fought, with eventual success, to cut it out. TALC exemplified the sort of Teacher Center built up around the charismatic leadership of one individual. It asserted and promoted a definite philosophy and perhaps for that reason alone posed a threat to an agency that was to have responsibility over a project but had not yet formulated its own approach. It is ironic that in the summer of 1974, with Office of Education influence over such matters gone, the director of TALC began offering courses in BALC summer programs and that in the fall of 1974 TALC physically moved into the START Center of the Oakland school system. By that time TALC was receiving BALC funds to operate the "Teacher Shelter."

The San Mateo Educational Resource Center (SMERC) operation had also attracted the Office of Education to the Bay Area, and while it did not get embroiled in a similar battle, it never became a part of BALC. Perhaps in this case the Office of Education directions were not sufficient. It was never communicated to the management firm planning BALC that SMERC was expected to be an essential ingredient. When the firm did discover that SMERC was supposed to be included the news came as such a surprise that it was perceived as another constraint in a complex undertaking that already had too many unexpected and unpredictable variables. The management firm, in fact, took on the job with-

out knowledge of the Office of Education's experiment with the Teacher Center pilots and in that sense began the task cut off from history. The San Mateo center was used a few times during the planning period but it certainly did not end up as a structural feature in the Bay Area center.

Meanwhile, the early months in the development of RITC were marked by the shifting posture of the Office of Education. RITC seemed to be constantly rewriting its proposal in order to conform to the changing winds at the Office of Education while its own internal planning and preparation activities seemed to be just as much in flux. At a time during which the Bay Area seemed to be forging ahead under the energetic leadership of the project officer assigned by the Office of Education, and in complete disregard of the office's own internal turmoil and uncertainty, RITC was attempting to twist and turn with the office's changing posture. While RITC perceived its project officer's attempts at communicating shifts in the Office of Education's wishes as genuinely helpful, it nevertheless ended up marking time.

Outside appearances, however, are deceiving. After a little over a year and about $350,000 hardly a trace was left of the elaborate approach attempted in the Bay Area, not so much because it was a poor one but because it failed to engage the local contexts and interests. In retrospect Rhode Island may have found the lengthy exchange over the proposal a welcome delay. From December 1971 to June 1972 the grand design for reshuffling the state agency in Rhode Island was

being formulated and implemented. The delay may have provided the necessary time to achieve the organization necessary to make use of the Teacher Center funds when they were received. Once funded, Rhode Island did provide such things as an information dissemination system, but in general it was guided by its own plans rather than by those of the Office of Education. Thus, in the long run, a viable program did indeed take shape, but as part of a large scale strategy of institutional change rather than as a result of an Office of Education directive or plan. It can be maintained that the success of the Teacher Center program in Rhode Island is due primarily to local vision, initiative, and planning. Funds received from the Office of Education certainly helped the effort along but they might have come out of any other Office of Education budget. In fact, in spite of the half-heartedly imposed conditions, one can maintain that the most important thing the office did for the pilots was to supply dollars.

One may also argue that those project components that developed in seeming relationship to conditions imposed by the Office of Education would have emerged in due course without the office's half-hearted pressure. In Texas and Rhode Island especially these components arose in keeping with directions being set within the state rather than as a result of the goals of the Office of Education program. It was certainly wise on the part of the office to select locations representing in broad outline what had been learned from

past attempts at change and innovation, but the diagnosis did not go far enough. Not only was there ambiguity and ambivalence on the part of the Office of Education relative to its own goals, but except for the Bay Area, no strategy of intervention was devised which extended the initial diagnosis and took its cues accordingly. And although in the Bay Area the project officer assigned by the Office of Education initiated a finely crafted set of procedures which probably exemplified the kind of logical reconstruction of systemic intervention one might find in a text book, it did not mesh with the existing context and when the leadership of the project officer was removed the approach died almost instantly.

The intervention in the Bay Area promoted a process for which no local roots existed. While in principle it may be possible to stimulate a new development it must be ever-consciously remembered that an intervention is only that; it is not permanent. An intervention that creates dependencies or makes no provision for its own absence will probably be wasted. This is also true of an intervention that consists of dollars only. It may be critical to tie federal money to local money, as was voluntarily done by RITC and TCIES, in order to give status to an activity within the existing structure and in order to make institutionalization possible.

In this discussion on the liaison between the pilots and the federal government it should also be noted that in June 1973 the Office

of Education's policy of regionalization went into effect with a number of consequences for the pilots. The policy required project officers to reside in the region in which their projects were located. Regional commissioners were also relocated in each region. Each region received a certain amount of money per year but they also received recommendations for its expenditure from the federal office although the regional commissioners could technically make their own decisions.

This regionalization appeared to be accompanied by a lowering of morale on the part of the projects. BALC and RITC were assigned new project officers who had not been part of the pilot's developmental years. A new project officer for TCIES, for example, which was accustomed to a laissez faire type of leadership, attempted closer supervision of the project and was not well received for the effort.

Along with the old project officers the pilots also lost their affiliation with the NCIES, which resulted in a decrease in national visibility and stature. The pilots were no longer part of an identifiable Office of Education program, and while they may have lost little in the design of project activity, the struggle for funding became more difficult. It was now necessary to explain the nature of the program to people unacquainted with the circumstances surrounding the funding of the pilots, and, consequently, harder to find sympathetic ears. As has already been pointed out, there were no clear guidelines for Teacher Center funding proposals such as those

for Title I funds, for example. Proposals now had to satisfy a different crop of project officers. Nor did the poor communications which appeared to exist between the Office of Education and the regional project officers make life for the pilots any easier.

The pilots differ in their relationships with agencies and institutions other than the Office of Education. TCIES, for example, is an umbrella for a network of Teacher Centers which in turn attempt to coordinate universities, local education agencies, regional service centers, and professional associations. BALC coordinates some in-service teacher education activity among the three districts and facilitates more effective use of existing resources. RITC acts as liaison between the local education agencies, universities, and the state department of education and tries to further more relevant in-service training for teachers.

b. Planning and Coordinating Institutional Change

The success of any pilot activities observed can be tied more to the quality of leadership, often charismatic leadership, than to anything else. The qualities involved are vision or conceptual power, considerable interpersonal and strategic skills, and a personal commitment that goes beyond that expected of anyone assigned to a job.

Texas is an excellent example. Here a small group of men with power, a sense of history, and a thorough understanding of political complexities set a whole new direction for the state. What they

worked from, however, was not the kind of plan one might expect given the current fad for networking and linear system analyses, but a philosophy and approach that becomes, in retrospect, a most carefully worked out design.

Much of what has been accomplished by the pilots has depended on the continuing presence of these people. In some cases, such as in the START Center and the Teacher Learning Center in the Bay Area, the director of the project personifies the project. In Rhode Island, although the top level administrators in the state department who initiated the state reorganization and helped establish the Teacher Center were all gone by 1975, the top level RITC managers have remained. They were centrally involved in all Teacher Center activity from the beginning, are native sons, and know how to get the support they need.

A theme that has continued throughout the life of the pilots has been that of mandated change versus discretionary change. On the one hand, plans and policy decisions seem, basically, to be determined by the possibility or desirability of mandating change or at least planning it systematically. The proponents of mandated change maintain that cooperation on projects that have no other incentives--like Teacher Centers--be legislated by law. Senate Bill 8 attempts this by incorporating competency-based teacher education into state certification standards in Texas. Merely providing the

opportunity for the sort of cooperation that is necessary is not enough when one considers the power of vested interests and of existing reward systems. Once a mandate enforces a change, many ways may be found to make the change attractive.

On the other hand, proponents of discretionary change maintain that the kind of changes sought cannot be legislated effectively. They point out that the state standards mandating competency-based teacher education were rescinded and that, even in the case of school integration, where much clearer constitutional questions are involved, mandated change has encountered definite resistance. A variation on this view is that change through legal means often consists of action that is merely the converse of the problem (fight alcoholism by first restricting then prohibiting the sale of alcohol) and, eventually, the solution becomes a problem itself. According to formal problem-solving paradigms, the Phase I and Phase II planning strategy employed in both the Bay Area and Rhode Island are admirable. In the Bay Area an elaborate strategy was used to select and engage a management firm to work with a community group to produce a plan of operation. As already noted above, however, the eventual failure of the strategy was probably due to the quality of leadership exerted by those people still on the scene once the project officer who launched the experiment was gone. In Rhode Island the analogous process, which was to end up with some goal statements and programmatic

intentions, was compressed into a day-long needs assessment conference. Although all groups--university, community, teaching profession, and schools--were represented, their traditional differences would make it difficult to hammer out goals for a program acceptable to all of them and would involve conflict. One may conclude, therefore, that a quiet, amiable one-day conference stayed at a rather general level--was perhaps a pro forma activity.

In the Bay Area, it is questionable whether the superintendents ever gave the project their full support. Leadership of the project changed hands twice before its present director was appointed in 1973, and, by 1975, none of the original three superintendents remained in office. The elaborate planning period notwithstanding, it seems, in retrospect, that it , too, was a pro forma activity. It appears now as an elaborate dance, aimed at involving many different parties and interests and giving expression to an ideal problem-solving paradigm, but still choreographed to protect the existing structure.

In Rhode Island there has been more continuity and cooperation. The person originally named as director of the Teacher Center is still its director and the Teacher Center itself has been firmly installed in the structure of the state education agency.[6] In 1970 a new commissioner of education took office in Rhode Island and began a reorganization of the state's department of education. Around the

same time the chairman of the education department at the University of Rhode Island began reorganizing the school's teacher-training program. The planning of both reorganizations was compatible and corresponded to the loose funding guidelines established by the Office of Education for the Teacher Center program. It was thus possible to combine the interests of the state and the university and support them with Teacher Center funds.

Since no plan for institutional reform existed, it is quickly apparent that the Bay Area and Rhode Island differ tremendously in their methods of handling the problem. Initially Rhode Island was to represent what the Office of Education called a "university model," meaning that a university (in this case the University of Rhode Island) would be the grantee to plan and develop a Teacher Center in Rhode Island. If one looks at the results, however, one would be more likely to call Rhode Island a "state model" than a university model. In fact, it appears that, at that time, representatives of the university and the new commissioner of education had reached some agreement on the operation of a Teacher Center prior to the funding of Rhode Island as a pilot.

It seems less important to decide whether RITC is a university model or a state model than it is to see what organizational relationship it bears to the state and the university. During 1970-71 the state commissioner had gained legislative support for consolidation

of all public education organizations under the supervision of his office. Under his plan the divisions of elementary, secondary, and higher education were essentially consolidated under one system headed by the commissioner and a board of regents. This created a decided advantage over a state board of education for elementary and secondary education and a different board for higher education, the structure that exists in most states. In it, each board duplicates many services, has its own research unit, its own fiscal offices, competes for available resources, and obtains essential planning data from each other through formal, often not very effective, communication channels. A Teacher Center located within the division of elementary and secondary education and separated from one for higher education, would find it difficult to accomplish its main mission--working collaboratively in both areas. It would find itself intruding upon different and probably well protected territory in order to deal effectively with either side. As it turned out, RITC is housed in the state education agency although all of its personnel--except the director--are paid through the University of Rhode Island. The federal funds supporting RITC go to the University of Rhode Island and, in that sense, RITC personnel--except for the director--are really its employees.

The result today is that a considerable change in the posture of the Rhode Island state department toward local education agencies

and problems in education has been accomplished. The same cannot be said for the school districts in the Bay Area, but then their goals were not aimed at major institutional change at the school district level and certainly not at the state level. This may be due to the fact that three different school districts were involved and a grand design for systemic change was not developed. Efforts to institutionalize BALC programs seem restricted to the appointment of BALC administrators to adjunct professorships at nearby universities. With one administrator from each school district, it is possible to give teachers attending BALC workshops graduate or undergraduate credit, and to provide in-service training that is cheap, field-based, and available on evenings and weekends, depending on teachers' schedules.

Both RITC and TCIES promote systemic change. RITC works with individual schools but treats them as a system; it does not enter individual classrooms. In contrast, BALC tries to be directly responsive to individual teachers and the problems they face in their classrooms.

In Rhode Island the state department reorganized itself in order to be more responsive to local needs and RITC encourages institutional change through the services it makes available to interested school districts. In that sense RITC may be associated with a strategy of discretionary change. This contrasts with Texas, where legislation was passed to require collaboration on teacher education by different

constituencies. Similarly, the attempt to build competency-based teacher education into the state standards in Texas was an attempt to mandate some changes in teacher education. It is interesting to speculate about the relationship between TCIES, competency-based teacher education, and institutional change. Under current procedure, a college or university submits to the Texas Education Agency an application for certification for each student it graduates; each graduating student also submits an application. Both are reviewed by the Division of Teacher Certification, which is directly under the authority of the deputy commissioner. The plan may have been to move TCIES, which has been responsible for the support of the Teacher Center and has been promoting competency-based teacher education, into the Division of Teacher Certification. In that way the influence TCIES has been exerting through the Teacher Centers and the competency movement would become a recognizable force in the state agency. Presumably the orientation of TCIES could then be made to carry more weight, since it could be in a position to approve or disapprove teaching certificates as well as teacher education programs offered by the different colleges and universities.

c. Advisory Boards and Collaboration

One conclusion that may be drawn from the experience in Rhode Island and the Bay Area is that the extent to which the question of parity becomes an inflammatory issue depends very much upon the

cultural peculiarities of the setting. In the Bay Area different ethnic groups lumped together under the term "community" created a vocal, and sometimes militant, presence from the beginning. As we have seen, the proper moves were made as far as representation at meetings was concerned, but, ultimately, control over the fate of the project seems to have remained in the hands of the original authorities--the established school district officials. The universities and professional associations to this day never exercised much pressure for recognition. In Rhode Island, only after repeated insistence on the part of the Office of Education was there adequate representation of the community on a Teacher Center board. The conflicts between the universities and the school systems which are inherent in the improvement of teacher education must have played themselves out silently. The Rhode Island project did include National Education Association and American Federation of Teachers representatives on their board from its inception and appears to have garnered their cooperation and active involvement.

It seems an inescapable conclusion that the troubles one might expect from an attempt to implement an idea such as parity are, in broad outline, predictable, if there is reasonable knowledge about the culture of the settings involved.

Although what parity might mean in the Bay Area was anticipated, the scope and kind of involvement the community was to have was never clarified. Early meetings of the planning groups and the so-called Group of 24 are shot through with the notion of broad participation in program planning. The original proposal prepared

by the management firm permitted that sort of input by the community and, it is safe to assume, that same impression was given to the Group of 24 who were involved in selecting the final proposal. However, during the final negotiation of that proposal, some crucial changes in wording resulted that had the effect of weakening the community's input to program planning. Thus, understanding the role of the community in program planning and the responsibility for program planning itself was different on the part of the two groups eventually working together--the management firm and the community. No matter what the final agreement might have said, the management firm was unable to avoid the spirit of community participation which had been in the air up to that time. Together with the school district's unwillingness to relinquish its decision-making power over such a major programmatic effort, it seems likely that this difference in perception was responsible for the inability of the management firm to properly specify and execute its work.

The power of advisory boards varies from one Teacher Center to another. In the Bay Area the BALC board serves only an advisory function. It advises the director of BALC who in turn advises the superintendents. The RITC board advises the commissioner of education, who has final authority. TCIES has only an executive committee, which meets regularly to advise its director. However, local Teacher Centers throughout Texas have boards or councils

whose influence varies greatly; some have only weak advisory roles, others design and implement programs. In all three pilots the Teacher Center concept has been in obvious conflict with other traditionally or legally established organizations or individuals--school boards, superintendents, and schools of education at universities. In none of the Teacher Centers does the community have a status equal to that of the universities or the schools.

As board members it is clear that professionals find it difficult to deal in a straightforward way with each other, to let their hair down, to show their weaknesses. This problem becomes magnified when parents, students or community representatives are added to a board. A certain amount of lead time is needed for the most powerful existing interests to reach some sort of mutual trust before the arena is opened up to other groups who should be involved. Exactly how representatives of different groups may be brought together to work productively depends on the specific locality. The long planning time that was needed--twelve months in Rhode Island, eighteen months in the Bay Area, and longer in Texas--was due as much to the difficulty of achieving reasonable collaboration among the different entities involved as it was to any other factor. In Texas, in at least one of the local Teacher Centers, the term parity is being avoided; instead, the term "functional involvement" is substituted. By using this term it is hoped that Teacher Center councils will realize

that effective collaboration is made possible by recognizing the unique strengths of each cooperating constituency. These different strengths also imply different responsibilities--something which refutes the idea that all council partners should contribute equally to all matters coming before the council.

d. Exercising fiscal responsibilities

Another problem that has plagued each of the pilots has been who the fiscal agent should be. Should it be the agency itself, or a federal agency? On the one hand, it is difficult to use existing resources to support efforts at systemic change; on the other hand, while federal funds are needed for experimentation, the organizational and administrative arrangements involved must be such that the funds are safeguarded and can be used with maximum flexibility. These latter requirements sometimes conflict with each other yet new organizational structures must have the opportunity to eventually become institutionalized.

The problems involved are as much a function of existing conditions as of the strategy used. In the Bay Area no systemic change was envisioned and, in this respect, the problem was reduced to obtaining agreement from the three school districts on who the fiscal agent would be. In Texas the education service center located in Austin was made the fiscal agent for TCIES. TCIES has, by design, maintained a posture of low visibility, employing at most two, and now

one, full time staff members, yet preparing the way for systemic change at the state level. Although the funds used by TCIES come through a local education service center, an explicit agreement makes the service center a mere conduit and permits TCIES total control over the funds. The problem is further complicated in that evidence of achievement and, hence, continuation of federal funds, is considered to be the "institutionalization of change." Thus, during 1974-75 the Office of Education has pressed to have TCIES housed within the state agency. Officials in Texas, however, have resisted that move pending state agency reorganization and the results of the recent attorney general's opinion on competency-based teacher education. In their view it is necessary to wait before placing TCIES within the state agency in order to ensure that the changes sought have a reasonable chance of materializing.

The strategy in Rhode Island involved state agency reorganization from the beginning, but one may assume that that move was not without its own conflicts and considerable problems. RITC had to be protected from vested interests and traditional ideas, but, at the same time, it had to relate to these interests in order to assert itself and make an impact. In Rhode Island a central purpose made explicit in early 1972 was to change the role of the state education agency from a regulatory to a service unit. The traditional role of

the state agency had been to direct and regulate school districts; the new or revolutionary role called for the state to provide service and assistance to the school districts. One may suppose that placing funds for the Teacher Center, which spearheaded the basic change in purpose, with the University of Rhode Island, was a way of safeguarding them.

2.0 Establish Program Goals

One of the conditions set forth by the Office of Education when the pilots were first funded was that they conduct formal needs assessment surveys and develop their programmatic activity from these assessments. Both Texas and Rhode Island made visible efforts and progress in designing and using needs assessment procedures. There is another category of goals, however, which is implicit and expresses a point of view, philosophy, or approach, rather than a design or program. In Rhode Island the basic aim of the state reorganization was to change the posture of the state from a controlling and regulatory agency to one that served local school districts. This new interest, which they are carrying out, was to build up the local problem-solving capacity, to provide service to local school districts, and to leave school districts alone to work out their own problems. Texas shares the aim of improving the problem-solving capacity of the school districts, but it exerts a good deal more leadership in directing, controlling, and managing change. For example, in 1970-71 five sites were picked by TCIES to develop competency-based teacher education programs. In the

following year, new sites and new thrusts were added. Needs assessment components were developed at Houston and El Paso and the delivery of "proven products" was stressed in all cases. Again TCIES picked the thrust and the sites: funding went to sites that were in sympathy with certain strategies and programmatic directions.

In Rhode Island the approach is less controlled: services are offered, made known, and used by organizations if they so desire. While competency-based teacher education became a vehicle for change in Texas, in Rhode Island it became an idea to study: a group examined different competency-based programs throughout the nation, launched a two-year study to determine the consequences if competency-based programs were adopted, and issued a report. The report recommended slowing down competency-based activity; this recommendation was followed, even though two universities had, in the meantime, received funds to pilot some competency-based modules.

Thus there is a way in which leaders at the state level in Texas and Rhode Island set goals or a basic direction. These goals, although perhaps influenced by political considerations, represented the application of certain ideologies or beliefs in education.

Probably most programs today are asked to justify their goals and activities, and more is meant by this than to provide a rationale. The hope is that needs can be objectively established and defined, and, in true linear systems-analysis fashion, a program can be designed whose output directly alleviates the need. Such an approach seems to assume that a

comprehensive model for a society exists, that it can be constructed, that all will agree to it, that cause and effect relationships are known, and that arrows can show how everything is connected to everything else. Not only is such a picture not available, it may not be desirable. In any event it would seem that the approach involved calls for some sort of political ratification.

All this aside, attempts at local needs assessment--especially in Texas--have had a hard time of it. Models were developed at Houston and at El Paso in 1971-73, but in the summer of 1973 a technical review recommended that the El Paso effort be discontinued. The Houston Needs Assessment Model, addressing students' and teachers' needs, was made part of five pilots. It was not free of problems, however, and, during 1974-75, funds were to be allocated to refine the model. These funds were not released by the Office of Education, however, and no further development of that model has taken place. Each of the five local pilots developed an operational plan based on needs assessment, but whether or not the pilots function in accordance with that operational plan has not been fully established. The impact survey form in 1973-74 showed that only about 25 percent of those people surveyed were able to articulate what the needs assessment had yielded. Needs assessment activities continued to be time consuming, cumbersome, out of phase with existing schedules, and hard to translate into program plans.

RITC has also invested in needs assessment procedures. Teacher

needs assessment at the state level serves to identify the general training needs of teachers and administrators across the state. The information gathered from this activity helps a committee identify in-service training packages which will be made available through the Alternate Learning Center of RITC. In addition to this activity at the state level a "how to" package exists which RITC consultants make available to districts so that they can carry out their own needs assessment activities. Here too, as in Texas, it is difficult to say that the objectives of the RITC components directly correspond to the results of the statewide needs assessment results.

In the Bay Area formal needs assessment strategy seems to be considered irrelevant. No advantage is seen in creating sophisticated ways to collect data on needs as perceived by students, teachers or others. Instead, BALC lists skills and asks teachers to check those that they feel should become the basis for in-service training. This is done quarterly, or semi-annually, using a simple one or two-page format. The results obtained are tallied, priorities are set, and workshops are offered if resources are available. In that sense BALC responds directly to school personnel with very specific and limited kinds of training or other services. Services are directed at individual teachers, but there is no planned strategy to influence district-wide curriculum, an arrangement that may be due to the cultural variety of the Bay Area.

3.0 Develop and provide field-based teacher training

a. Developing CBTE capability

Of all the Teacher Centers, Texas has demonstrated the greatest enthusiasm for competency-based teacher education. In the Bay Area the topic never seems to have been considered; in Rhode Island it was studied, tried on a limited basis, and de-emphasized.

In 1972 a state mandate in Texas demanded that by 1977 certification be competency-based, but in 1975 this mandate was rescinded. The state attorney's opinion was that this mandate contradicted a 1905 law, which decreed that graduates of teachers colleges were entitled to a certificate. This development has brought into question the state agency's ability to mandate anything pertaining to teacher certification and has created a sort of vacuum. It is not yet clear what influence the attorney general's opinion will have on the momentum built up by competency-based teacher education, but it is doubtful that the tide can be turned back entirely. It is interesting to speculate, however, on what might have happened if the competency specification requirement had been extended only to schools of education. Much of the furor, after all, came from other disciplines, with little or no acquaintance with problems in education and certainly no familiarity with the competency-based approach and the language it entails. Had the requirement been extended only

to educators, not nearly so much resistance might have been created.

One interesting development is that data are being gathered on the first graduates of a competency-based teacher education program. By 1974 the University of Houston had graduated two different classes, each of which had gone through a two-year competency-based program. A follow-up study is being done to determine what results may be ascribed to their competency-based training.

b. In-service and preservice training

In Rhode Island teacher training activity has been limited to in-service training except for two competency-based modules, one piloted at the University of Rhode Island, and the other at Rhode Island College. Texas emphasizes both in-service and preservice activity, and the Bay Area mostly in-service.

As already mentioned BALC responded directly to school personnel with very specific and limited kinds of training. The overall goal of BALC is to make as effective use as possible of existing resources in the Bay Area. In that sense their goal does not extend to major institutional change at the school district level and certainly not at the state level. BALC's functions, therefore, are restricted to creating awareness of existing services and to planning new services. As coordinator and source of information on services, BALC has been associated with projects not directly under its control, often making it difficult to tell whether a certain project is a

deliberate part of BALC activity or is simply channeled through it for administrative convenience. When new services are planned, however, representatives from each of the three school districts participate.

In general, a Teacher Center offering field-based teacher training, whether in-service or preservice, presents a clear threat to the universities, who have traditionally monopolized both functions. A study of collaborative effort in Texas (Volume IV in this series) discusses some of the difficulties encountered when Teacher Centers encroach on the traditional turf of the university. Their concern is not limited to a Teacher Center's interest in preservice education. In-service training, an area traditionally disregarded by universities, also influences student teachers through the supervising teachers, thus, it too, contributes to the shape of a preservice program.

4.0 Maintain Space for Teachers

One of the basic tenets of the British Teacher Centers is the provision of a space set aside exclusively for teachers where they can gather and share ideas and talk informally. The four pilots however differ markedly in the kind and amount of space they make available to teachers. RITC, for example, does not itself provide any space at all. It is not one of its objectives to facilitate interaction among teachers in this way. Instead, RITC deals with schools themselves, and helps teachers at individual schools work together either to identify what they need or to design and

implement new programs.

The Teacher Centers for which BALC is an umbrella do provide space where teachers can come together to share ideas and review materials. In fact the Teachers Learning Center in San Francisco has accumulated a collection of materials worth approximately $400,000, which it keeps on consignment from various publishers and agencies and makes available to teachers. The START center also has a large space consisting of six to twelve rooms and a curriculum library. Both START and the Teachers Learning Center have facilities readily recognizable by residents of San Francisco and Oakland.

In Texas, TCIES does not deal directly with teachers, but the many local Teacher Centers throughout the state do. Their space allocations range from large and well stocked facilities to no space whatever. A consistent response in the 1973-74 survey, pertinent to those Teacher Centers in Texas containing separate facilities, was that teachers appreciated the opportunity to meet each other and to hear new ideas which the Teacher Center meeting ground provided. The survey work in 1973-74 in the Bay Area also showed that teachers appreciated having a place in which to prepare their own materials.

In many ways a separate facility for teachers would seem to have some potential. Such a place could become a laboratory, supporting the teachers' attempts at building curriculum or study problems in their own schools and classrooms. It would seem important that teachers become involved in the scientific study of their own activity and, although Teacher

Centers have not yet formally encouraged it, they probably will in the future. Education would certainly benefit from serious and systematic study by its own practitioners, a task now performed entirely by universities. Moving in this direction would also affect the present teacher surplus, for, in order to study their own work, teachers would have to devote a certain amount of their time to it routinely and a greater number of teachers would be needed to carry on present teaching responsibilities. On the other hand, it can be argued that many of the materials now produced are intended to be teacher proof, refuting the need for space and study, but that certainly must be a hopeless approach to problems in education. The emphasis might better be on improving teachers' skills and involving them in the construction of the solutions to their own problems.

5.0 Provide information on current educational research practice

One of the ideas that the Office of Education wanted to encourage in the Teacher Center program was the establishment of an information dissemination system at the national level. In Texas, of course, the network of education service centers served precisely that function on a statewide basis; teacher centers were located near service centers to take advantage of it. There was also the Texas Information Services Project (TISP) which had been set up in 1971 around the time of the funding of the Texas Educational Renewal Center (TERC), but it was never effectively integrated with TCIES. TCIES also launched the dissemination of "proven products."

In the Bay Area there was the San Mateo Educational Resource

Center (SMERC), said to be part of the reason the Bay Area was chosen as a pilot site. SMERC seems to be a self-sufficient activity, serving many different clients in Alameda County, but it has no connection with BALC. START, the BALC Teacher Center in Oakland, is served by SMERC, but that is because START is located in Alameda County and not because of any interaction between BALC and SMERC.

BALC never showed an interest in what were called "proven products." If there is any emphasis, it has been on teachers producing their own materials. Proven products and many other materials are simply not considered relevant to the cultural mix of the schools. Again, perhaps due to the cultural variety of the Bay Area, the idea seems to have grown that for teachers to be told what to do or how to do it is absurd. In one sense this makes for a very provincial cliquishness, but, in another, it may be just the sort of atmosphere that could nourish the idea of teacher as researcher, and could actively involve teachers in the study of their own discipline and in the formal development of curriculum materials.

The Bay Area approach also carries some implication for the technology of needs assessment. As noted in the ERC report of June 1973, it has yet to be determined whether teachers would not be better served through sustained intimate project activity at the building level, or whether parents and students might make their needs better known and understood through face to face discussion rather than through questionnaires, or whether teacher training, particularly preservice education, might not be

more effective if student teachers, instead of serving as reactors to predesigned systems and experiences, were made participants.

There was no information dissemination system in Rhode Island so it was constructed as a part of RITC. The system was built so that RITC consultants could have primary access to it, and this strategy seems to have had the effect of personalizing the information retrieval process and making it truly useful to practitioners. The storage and retrieval problems are such that only somebody intimately familiar with the system can use it profitably, therefore a number of consultants have been trained to provide a human link between the system and teachers in the field. A school or a teacher may call a consultant to investigate a problem; then, if necessary, the consultant turns to the information system and retrieves and reviews whatever information seems pertinent. The consultant then makes this information available to the inquirer in whatever form is applicable to the problem. Finally, the RITC system does not restrict itself to handling certain "proven products," rather, it involves representatives from the universities, teachers, the community, and the state in deciding what should be included in the in-service training offered through the ALC.

In these ways the Rhode Island system differs considerably from the information dissemination system supported by TCIES. TCIES does not have, nor does it support, the manpower necessary to carry out the sort of consulting activities done by the Rhode Island system. Both RITC and TCIES, however, schedule what are called "awareness conferences" at which

teachers can become exposed to new materials.

6.0 Develop and deliver problem-solving capacity

This function refers to the need for increased capacity on the part of schools and teachers to respond constructively to instructional problems. Two different strategies were employed for this, as exemplified by Texas and Rhode Island.

RITC has available about seven consultants who help individual schools and school systems formulate their problems, obtain pertinent information, and design and carry out solutions. They also act as advocates for the schools in negotiating their proposals with the state. RITC seems more interested in helping schools and school systems develop the capacity to solve their own problems than to solve the problems for them.

The general approach in Texas was to find a way to increase the number of teacher centers on the premise that the centers, exemplifying national problem solving, would themselves become problem-solving mechanisms. In 1970 a change agent training scheme was started in order to encourage the development of additional teacher centers across the state. Individuals were selected to attend year-long training sessions at established sites with the understanding that they would return to their own localities as catalysts for setting up teacher centers. In Dallas one example of what centers can provide is found where staff members from each of the four Area Teacher Centers respond to calls for service or assistance from schools in their area. They will also tackle a large variety of prob-

lems such as designing and implementing teacher workshops, generating curriculum ideas, or referring schools or teachers to pertinent information sources.

Thus while in Rhode Island the strategy appears to have been specific, aimed at solving discrete problems identified by practitioners or enhancing their existing problem-solving capacity, in Texas the approach was to establish more teacher centers with the built-in capacity of meeting local problems. The Bay Area, in comparison, has no formally developed problem-solving strategy, although the San Francisco Teachers Learning Center has individuals available to offer technical assistance across a broad range of problems.

One of the often-cited criticisms of education is the failure of practitioners to make full use of the so-called scientific knowledge available, such as research. To meet that criticism, many of the teacher centers in Texas emphasized the use of what were called proven products. In both Texas and Rhode Island information systems began to inventory resources and information on which practitioners might draw. The Office of Education was itself responding to the notion that a gap existed between knowledge and practice when it established the pilots and formulated information or delivery systems. Curiously enough, the Office of Education did not heed its own advice, for the design of the Teacher Center Program itself, at one time identified with the notion of educational renewal, failed to take advantage of available knowledge on how such a program might be

organized. The design of the program paid little attention to pertinent work in the area of knowledge production and utilization, for example, or to many other pertinent areas in applied behavioral science. Further, the kind of assistance offered the pilots through the Office of Education during their early years was probably irrelevant to their most pressing problems. It may be argued that had the assistance needed by the pilots been thought through more dispassionately, and the field of applied behavioral science been more carefully examined, more pertinent assistance might have been provided.

Another issue associated with developing a problem-solving capacity is an "illusion of readiness" phenomenon. In Texas, for example, people were sent to be trained as change agents in existing teacher centers in 1972, yet only now are some of these teacher centers beginning to grapple with the fundamental issues of collaboration essential to getting a cooperative effort underway. After time spent wrestling with problems like establishing guidelines for admission to the teacher center, writing criteria for the placement of student teachers, writing agreements governing the work to be done by supervising teachers in the schools and university professors, defining roles for the different partners in a teacher center, and learning to understand and respect the different points of view and cultures that a cooperative effort such as a teacher center must encompass, it should be possible to mount much more powerful training programs. At least one

teacher center in Texas is devoting some effort to designing a training program which would assist a locality in establishing a teacher center. Perhaps TCIES could now realize an even larger payoff with a return to its change agent strategy.

7.0 Conduct evaluation

The three pilots differ widely in their application of the evaluation function. BALC does virtually no formal internal evaluation, and has available primarily the data collected by the Evaluation Research Center. TCIES collects a variety of information on a regular basis from the Teacher Centers it supports and makes full use of it for management purposes in screening and funding proposals, and has a lot of data available. Only RITC, however, has an evaluation design which, based on the discrepancy model, enables it to relate performance information to predefined standards.

Evaluation, of course, was one of the conditions imposed on the pilots by the Office of Education. During the fall of 1971, when the ERC staff first began work with the Teacher Center program, the Office of Education made clear to the pilots that an inescapable condition for their funding was to be their evaluation by ERC. The rationale for the office's position was that a unified evaluation of the pilots was necessary in order to extract useful information for the development of a national program. Again, under an otherwise supposedly nonprescriptive program, the contract for evaluation with ERC was to be a constraint attached to the expenditure

of funds at each site.

The initial involvement of ERC proved unsatisfactory for a number of reasons. During the first twelve months some of the pilots reacted negatively to the imposition of ERC as the organization conducting the internal evaluation. Rhode Island was slow in contracting with ERC due to lengthy negotiations over its proposal. ERC felt compelled to lend some technical assistance, but as the ERC approach then in existence considered evaluation to be dependent upon the project's own implementation decisions, little could be accomplished except for some assistance in proposal preparation. In the Bay Area, ERC was phased in slowly and deliberately but its role remained inconsistently defined and led to a breakdown in the relationship.

In part, the kind of assistance ERC was expected to provide was not the assistance needed by the pilots. A program that entails the reshuffling of local organizations and institutions necessarily creates conflicts among local vested interest groups. The assistance the ERC staff provided, however, was in no way designed to facilitate or be responsive to the essentially political negotiations and decisions that had to be made at different levels of hierarchical organization. It was not even designed to include a thorough study of the developmental processes undergone by each pilot. More in order would have been assistance in facilitating clarification of values and goals, role negotiation, organization development, task analysis and networking techniques. Or, if no direct assistance was to be given, the whole

experiment might have been studied in order to better understand such variables as agency interests in survival, the role of personal ambition in the design of programs, the logic of public dispute, etc. Had the Office of Education put forth their conditions with more resolve, more systematic and detailed procedures might have been devised to monitor adherence to them or to assist projects in meeting them.

At the time the most meaningful application of the Discrepancy Evaluation Model depended upon the existence of a fairly specific plan of operation. The Office of Education, in its insistence on systematic planning, apparently expected that the pilots might unfold according to the rational stages in the life cycle of a program on which the approach of the DEM was based. It was hoped that the rational planning procedures emphasized by ERC's approach would complement if not instill the same in the pilots. Nevertheless, in emphasizing the importance of the pilots to the program, the office maintained that the developmental process followed by the pilots was even more important to its own planning at the national level than was the programmatic activity of each pilot. In their view the value of the projects as pilots could be fully realized only if their experiences were made accessible to the Office of Education in a form useful to the conceptualization and planning of the program. However, under existing guidelines, BEPD was not able to contract directly with ERC for such work. Therefore, ERC's relationship to each pilot was specified in a separate, individual subcontract which covered evaluation service to the pilots only, the

necessary funds coming out of each project's grant. While the early subcontracts covered ERC's project level work and essentially referred to evaluation services only, it was expected that ERC would somehow simultaneously collect program level information. This all added up to much confusion over roles and expectations. The pilots resented being forced to accept ERC, the service ERC was to provide was inconsistently and vaguely defined, and it was questionable whether the service was appropriate to the problem.

Even had all other conditions been acceptable, at the beginning, the designated organization was not. In Rhode Island evaluators mucking around during the difficult organizational period were hardly welcome in the first place; at least they could have come from an organization or university within the state. In the Bay Area, ERC was rejected from the start. Its affiliation with the University of Virginia elicited direct charges of racism and as soon as it was discovered that ERC's small staff consisted only of whites, the charges were considered proven. The planning groups kept ERC at arm's length, even ousting it from a meeting that was to have been devoted to evaluation planning. Paradoxically, the planning group found itself adopting the most racist of postures in charging that ERC was racist on the grounds that its members were white and part of the University of Virginia. Only in Texas did ERC seem to be accepted.

In addition to all of these difficulties, the numerous attempts aimed at making the funding of each project contingent on a viable contract with

ERC never worked out. In August 1972, within a year of the start of the program and with no resolution of the unsatisfactory working conditions in sight, ERC recommended to the Office of Education that its internal evaluation role be discontinued in Rhode Island and the Bay Area and that it restrict itself to an audit or external evaluation. The distinction between internal and external evaluation was also supposed to help acknowledge more directly the work aimed at collecting information useful to program planning at the national level. Only in the case of Texas did the continuation of the internal work seem feasible. The Office of Education, however, wished ERC to continue both internal and external evaluation on all pilots or else discontinue work altogether. ERC then received and accepted contracts with Texas and the Bay Area.

As work in Texas proceeded, in October 1972 the Oakland schools asked ERC to delay operations pending an expected Office of Education decision on the evaluation requirement. The following month the office removed the engagement of ERC as a condition for funding, thus freeing the pilots to make their own choice for the internal evaluation. By this time, it also appeared that funding decisions would not be contingent on the other office conditions either. The office resolved the issue by specifying that ERC should continue in an external evaluation role in all of the pilots, but that each pilot could work with an evaluation group of its own choosing in internal evaluation. Ten percent of its funds were to be set aside for this purpose. With this freedom of choice, Texas, Washington, and Rhode

Island had, by January 1973, chosen ERC for internal evaluation. Soon after the Bay Area engaged ERC for external evaluation only, functioning without technical assistance in internal evaluation. Again, it would seem that the problem was not so much with the conditions themselves as with the strategy employed in imposing them.

A few other comments on evaluation seem pertinent. There is always a shortage of financial resources, and the need for evaluation is usually only grudgingly considered. Projects themselves are prone to look first at budget lines earmarked for evaluation when in need of funds for other purposes. As for evaluation itself, the data actually collected and the conclusions drawn hardly ever meet the results expected. Comparable data across projects are hardly ever obtained, but this does not stop people from using these figures to support conflicting points of view. The different roles evaluation may play in a project are rarely well understood or consistently applied. The result usually is that too many different and conflicting roles are assumed, none is properly carried out, and everyone is disappointed. Ironically, just as the three pilots have finally found independent evaluation to be useful, the support for such evaluation will be removed.

People, like the directors of the pilots, who are on the front lines of significant change efforts, are vulnerable. They need somebody to exchange ideas with, somebody who is disinterested or at least trustworthy with whom

they can review their strategies. They also need, in the investigatory sense of the term, intelligence. In order to remain effective they need to know who made certain decisions, what decisions are being contemplated by state and federal officials, what funds will be allocated to certain budgets or programs, and so on. They also need to talk to each other: "it's damn lonely out there."

Formative evaluation must include those needs. Yet evaluations are often directed by public relations purposes because they can help legitimize an activity. They are often used to help justify the existence and continuation of a project. And they do that best when they pay lip service to textbook problem-solving procedures and pretend that the project is being conducted in a rational and systematic manner.

In fact, the project directors work out of their guts not their textbooks. The problems encountered are messy, their consequences usually unpredictable. Jobs and reputations are continually on the line--all is fair in love and war, as the saying goes. The state of the political and economic environment and the bonds among those working with each other are more important to getting something done than is having the right "components" in your project, yet it is expected that evaluations act as though blind to those influences. It is as though an unspoken norm exists that prevents the actual lives of the projects from being studied. It is hard to understand how the projects can be helped, however, when reality is denied.

The circumstances surrounding the funding of evaluation often encourage --perhaps even end up requiring--such denial. For that reason evaluations must be financially independent. But evaluators also have their

own methodology to blame for the narrowness and conservative nature of their approach. For the most part they have acquired a pathological attachment for certain tools and procedures that prevents them from evaluating education on its merits as a social activity. Evaluators attempt to impose the logic of their own procedures on a given activity and to make the adoption of these procedures a prerequisite for evaluation. After all, neat and conclusive data may be obtained if an activity is known and predictable in all its consequences, and hence the tendency is to encourage the standardization of program and procedure for the sake of evaluation rather than the product itself.

The logic associated with an idealized scientific rationality is compelling, of course. There is a great appeal in neatly representing events as if they had actually followed the reconstructed logic, a strong tendency to strive for the ability to make them unfold in that way in actuality. But the attempt to provide information for program improvement must take into account more than what a rational reconstruction encompasses. For, by definition, the logical reconstruction itself does not include the actual planning of the original construction. If a program's intention is to achieve a state in which the conduct of daily life is governed by certain rational properties of action, then the responsibility of the evaluator would still only extend to monitoring the transition from one attitude to the other without implicitly prescribing the "how" of the transition.[3]

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3. For a discussion of how the evaluator's tools influence the design of an activity, see A. Steinmetz, "The ideology of evaluation" in Educational Technology Volume XV, No. 5, May 1975.

If on the other hand the intention is to employ a planning model that seeks an awareness or ordering of attitudes that govern the conduct of every-day life and that shape influences on the formulation of a program without regard to the particular rationality they embody, then the problem for the evaluation function is of yet another sort. Either way, some of the limits inherent in the evaluation schemes presently used, and in the conditions necessary to their application as techniques, require review. Perhaps what is required is an ethnography of the planning act.

Failing resolution of many of these issues, whether or not the goal is a particular rationality, according to which all events related to program planning are to be organized and conducted, or whether a particular rationality is being aspired to and all those events and circumstances which unravel according to a different rationality shall be omitted from consideration and planning, or whether no particular rationality is sought adherence to and the effort to be made is to develop planning procedures which take into account a variety of forces each governed by its own set of more or less explicit rules of relationship--failing then, to clarify any of this, there is little else that would be useful to say at this point save to raise a number of questions.

Why is a program's history, if presented at all, presented as a coherent whole instead of reflecting all the different aspects of its life--births, truncated growths, deaths, and burials of its many contributing projects?

What balance is struck in decision making between data on the point-for-point accomplishment of certain objectives and personal experience

filtered through personal value structures and political currents? What kind of planning will properly complement the rationality inherent to the interplay among forces competing for the allocation of power both within and without the Office of Education? If the promise of a systematic technique that will cause events to unfold as they are represented by a certain reconstructed logic is the source of energy and inspiration to a planning effort, then what kind of culture is it that seeks to organize large parts of its material and human resources according to such a vision? What is it impelled by such a vision so obviously different from the rationality of its daily social context?

What is to be made out of the use of terms or phrases such as "accountability," "site concentration," "delivery system," "impact," "targeting of resources," "educational product," "component installation," "educational engineering," "ultimate consumers," (i.e. children) etc. in which educational plans are formulated? What values, what ideology lie back of such terms? Do they represent a new technological imperative? They sound a disturbing mixture of the language of the space shot, the advertising firm, and the financial ledger. Do they represent an appeal to raw and rampant technical power? Who or what is being served?

APPENDIX 1

INTRODUCTION

What follows in subsection 1 below is an account of some events important to the interpretation given the Office of Education conditions by the pilots. The material presented is drawn upon in the discussion section of Chapter 2, particularly in the case of the management function and topics such as (a) the federal role in the program, (b) program planning and the institutionalization of change, and (c) parity.

With regard to subsection 1, and the capsule histories of the projects presented, it should be remembered that the accounts do not claim to be comprehensive or complete. (Additional information is contained in Occasional Reports #1-6, the reports of March and June 1973, and of June 1974 produced by ERC.) In part, of course, some omissions are due to incomplete information available to ERC. But in part, what is presented here is presented by design. The choice represents an attempt at highlighting certain factors and circumstances thought important to the establishment of complex efforts of this kind. The hope is that what is presented here and discussed in Chapter 2 will at least give pause to others embarking on similar attempts.

Subsections 2 and 3 provide information on the effects of certain project activities or characteristics in 1973-74 and 1974-75 respectively. The categories used by ERC at that time to organize project activity were translated for the purpose of this volume into a set of functions which comprise the "application model" described in Chapter 2.

1. Capsule Histories of BALC, RITC and TCIES, 1971-73

Bay Area Learning Center[3]

June 1971 Although the first formal document associated with the genesis of the Bay Area Cooperative Teacher Center is the EPDA Teacher Center proposal of June 11, there were prior meetings and discussions at the Office of Education that led to the selection of this site for one of the four pilot Teacher Centers. For example, it is clear that the presence of the Active Learning Center in San Francisco was a strong factor in the site selection decision. In addition the successful establishment of the Oakland Center for Professional Development under the Federal Education Professions Development Act of 1967 and the California Professional Development and Program Improvement Act of 1968 indicated a strong professional base for a Teacher Center in the region.

On June 9, 1971 an Office of Education project officer met with the superintendents of the Berkeley, San Francisco and Oakland school districts and informed them that a Teacher Center program for the Bay Area could be funded for the coming fiscal year, but that a plan of operation, with a budget, would have to be submitted to the Office of Education within forty-eight hours. The project officer and the three superintendents worked out the terms of the original proposal at that meeting, and the actual document was dated June 11, 1971--within the forty-eight hour time constraint.

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3. This account of BALC is based on I 65 OE, I 65a OE, I 69 OE, I 54 OE, and I 54a OE.

The proposed center was to serve all three communities, but the Oakland school district was designated as the local education agency and the proposal was submitted over the signature of the superintendent of the Oakland Unified School District. The initial submission was very brief, consisting of two and one half pages of text and a one page budget. A total of $350,000 was requested, with 10%, or $35,000 to be used for Phase I (planning) which was to be completed in 120 days. The end product of Phase I was to be a detailed plan of operation acceptable to the school districts concerned, the California State Department of Education, and the U. S. Office of Education.

That proposal was accompanied by an amendment requesting $30,000 for a program called Teachers Active Learning Center, already operating in San Francisco. That amount was also split into two pieces, $10,000 for planning and $20,000 for implementation.

July 1971 On July 2, 1971, representatives of the three school districts, San Francisco, Berkeley, and Oakland, met with Office of Education personnel to discuss their strategy for the pre-planning phase of the Teacher Center project. At that meeting, Office of Education representatives announced that a Teacher Center grant of $430,000 had been made to the Bay Area school districts by the Office of Education for the fiscal year 1972. Other terms of the proposal and conditions were outlined:

a. Ten percent of the total sum, or $43,000, was to be used for a 120 day initial planning phase (called Phase I). Of this

planning money, the Teachers Active Learning Center was to receive $10,000.

b. The major activity of the planning group was to be the preparation of a Request for Proposal (RFP) to be submitted to several management consultant firms. This RFP, which would invite proposals for assistance in program development, would present a clear outline of the center as conceived by the planning group, and thus require in its preparation a considerable amount of definition of goals and purposes. The preparation of a satisfactory RFP within the 120 day planning phase would constitute the conclusion of that phase.

c. The Teachers Active Learning Center would be part of the Teacher Center. It was also mentioned that the presence of the San Mateo Education Resource Center had been a strong factor in the selection of the Bay Area as a site.

d. The Evaluation Research Center of the University of Virginia would be allocated $20,000 for the evaluation of the project.

e. The center would deal with both preservice and in-service training and would therefore link with the colleges and universities.

By this time Office of Education personnel had variously described the Teacher Center as a "facilitating agency to get all institutions involved in teacher preparation and training...a nerve center as opposed to a place..." It was also represented as not so much a new departure from accepted

concepts as a linkage or umbrella for the training programs and other teacher improvement efforts presently existing.

The representatives that came to the first meeting in July became known as the first planning group. With some changes in personnel this group met a total of nine times from July through December. The result of these meetings was a series of decisions defining the terms of the RFP which would eventually be submitted to outside consulting firms. Also, a certain consulting firm was selected to prepare a draft of an RFP by mid-July 1971.

It should be noted that during the subsequent meetings, some representatives expressed strong sentiments and opinions with respect to the education of minority members and the economically disadvantaged. A typical example was the reaction to the announcement that "parity" as then conceived, included the representation of the institutions of higher education. Certain members of the group did not feel that the colleges and universities were entitled to be represented until they, in turn, could show that they were representative of minority and disadvantaged groups.

August, September, October 1971 In October, 1971 it was expected that an RFP would be submitted to management consultant firms to gain assistance in program development. The draft proposal, written by the consultant firm and passed along to the Office of Education by the Oakland school district, was found to be inadequate and therefore refused by the

Office of Education project officer. Concurrently, the Berkeley representatives prepared their own version of the RFP. The Berkeley document gave such emphasis to some minority groups that it was thought possible that implementation of a program such as the one outlined in their RFP would be in violation of civil rights legislation and this draft was therefore not accepted. The project officer again revised the RFP that had originally been submitted and this version was submitted for final approval at the October 21 meeting of the planning group two and one half months after the initial draft was prepared. At this meeting the planning group gave final approval to the RFP pending a few minor revisions. The RFP was finally distributed to fifty consultant firms in November, with proposals due on December 1, one month later.

During the months of September and October a considerable amount of friction was generated by the unwillingness of the local representatives to fund the Teachers Active Learning Center at the level requested by the Office of Education. Local educators were somewhat sceptical concerning the mandated participation of the Teachers Active Learning Center in the Teacher Center. Persistent pressure from the Office of Education was required to get the project funded at all. Eighty thousand dollars was granted TALC for 1971-72, but in the view of the director of TALC these funds were only sufficient to retain TALC's office staff; the center was not fully operational throughout the year.

November, December 1971, January 1972 During these months the proposals for management consultant support were reviewed and a consortium of firms was selected. In November and December a proposal evaluation committee was set up which was to consist of ten members from each of the school districts. Since there were only twenty-four members present during the two crucial proposal selection meetings in January, this planning group became known as the Group of 24. To achieve parity, the committee was to be made up of parents, students, teachers, and paraprofessionals; it was stipulated that 51 percent of the committee be members of minority groups.

The selection of the Management Support Group (MSG) as it came to be known, was a complicated task and the Office of Education project officer suggested that consultants be hired to facilitate the process. Several candidates for the role of facilitator were considered. Eventually a local consulting firm was selected and they attended the Group of 24 meetings in December, January, and a contract negotiation meeting on February 10, 1972.

Meetings on January 15 and 22 were held to select a final bidder from among the fifteen firms that submitted proposals. For the screening of the fifteen proposals submitted, the Group of 24 decided to divide into three groups. Each group retained ethnic and school district representation and was asked to review five different proposals. Each proposal was to be assigned to one of three categories: acceptable, potentially acceptable,

and unacceptable. At least three sets of criteria were developed for this screening process: (1) criteria bearing on the lists of tasks to be performed by the MSG and the characteristics MSG itself should possess; (2) criteria generated by the Group of 24 as a whole during their January 24 meeting; and (3) criteria developed in the subgroups. Most of the criteria used were not very clearly defined or articulated. The topics of sensitivity to minority and community needs and also the past experience of the firms received heavy emphasis at the meetings. However, the choices made by the subgroups were also clearly influenced by such unanticipated items as writing styles and budget amounts.

After their initial review of the proposals, the Group of 24 agreed to reconvene in order to consider a technical analysis of the proposals prepared by ERC. The RFP contained certain requirements, and ERC designed a grid which permitted each of these requirements to be classified according to whether it was addressed or not addressed by each proposal, or whether it was unclear that the proposal addressed a particular RFP requirement. The grid also provided page references to each proposal relative to each RFP requirement. By the end of that meeting four firms had been selected as semifinalists. Selection from among these firms was to be made on the basis of interviews with firm representatives.

On January 22 the Group of 24 met again to conduct the final interviews. Representatives of what were called special interest groups met concurrently

to also interview the four MSG teams. The special interest groups included: the San Mateo Center, the Teachers Active Learning Center, the State Department of Education, the University of California, California State University at Hayward, College of Holy Names, San Francisco State College, the University of San Francisco, Perralta College, Mills College, and Long Beach State College. The special interest groups gave the highest rating to a firm different from the one finally selected.

After the interviews the final discussion of the impression made by each candidate resulted in the unanimous selection by the Group of 24 of one firm which was actually a consortium of three different companies. It was decided that the firm's budget should be renegotiated.

Before ending their involvement in the BALC effort, the Group of 24 recommended to the superintendent of the Oakland Public Schools that two separate groups be formed: a negotiating committee and a monitoring committee composed of a broad selection of representatives from the community. Members of the Group of 24 were to be included in each group. The negotiating committee was to participate in the MSG budget negotiation meeting on February 10, and the monitoring committee was to implement a system of checks and balances to be developed during the negotiations in process.

February 1972 On February 10 a meeting was held to negotiate the financial terms of the contract between the MSG and the Oakland school district. Attending that meeting were: representatives from the MSG,

representatives of the Group of 24, the firm hired as facilitators, an observer from ERC, the Office of Education project monitor, and representatives from the Oakland Unified School District.

In the course of the meeting it was decided that redefinition of tasks and a negotiation of the budget would be considered. After about five continuous hours of deliberation it was agreed by all parties to limit the funding to $170,000.

The meeting resulted in a revision of the MSC proposal dated February 11, 1972. This revised proposal was the basis for the formal agreement binding MSG and the Oakland school district, dated February 22.

Two results are noteworthy at this point. First the MSG proposal of February 11 contained a major deviation from its original plans. Instead of assessing needs and translating these needs into specific programs to be developed and undertaken by the center, the MSG and planning advisory committee (which would be formed) would devise a methodology for assessing needs and would establish "the manner in which needs are to be translated by the center into specific programs..." Second, the Group of 24 had insisted that a system of checks and balances be devised. The spirit of that system was to insure active and continuous participation by the "community." However, the development of such a system, to be implemented by the monitoring committee of community representatives previously named, was not carried out.

March 1972 A considerable number of meetings were held during this month aimed at getting the MSG oriented and started in their work. During this time it became clear that the MSG had been unaware, when they signed the contract, of the various conditions imposed on the project by the Office of Education. For example, they were unaware that ERC was to be involved in the evaluation of the entire project. Also, they had no prior knowledge of the need on their part to work with several other contractors who were involved in the project (such as the San Mateo Center, the TALC, and possibly even the consulting firm which had acted as a facilitator to the Group of 24).

On March 16 a special meeting was held in order to define the role of ERC relative to the MSG. Working from the tenets of the Discrepancy Evaluation Model, ERC expressed a need to receive more detailed and clearly defined information about the MSG work plans. With some reluctance MSG distributed copies of their study plan. However, the attempt to work with the MSG on the clarification of their study plan was not very fruitful; the MSG expressed strong distaste for the working style and approach that appeared to be demanded by the Discrepancy Model. The MSG members stated their approach was intuitive and based on past experience. Moreover, they felt that there was not sufficient time available to work according to the detailed manner suggested by ERC. After the conflict in working styles surfaced, ERC agreed to experiment with the MSG in what they called their "action oriented approach " by providing

an on-site observer who would be on call at the request of the MSG to help in different ways as they saw necessary.

To review, from June 1971 through March 1972 when the MSG began its work the major activities seemed to have been: (a) early planning meetings, (b) the decision to engage a management firm to assist the preparation of the plan of operation for BALC, (c) the writing of an RFP, (d) the process of selecting a management firm, and (e) the first orientation activities of the management firm.

March - August, 1972 The MSG began their work toward the end of February 1972 and were scheduled to complete it by the end of June 1972. A time extension was required and granted and a draft of the final report produced was ready by the end of July 1972.

During that time ERC restricted itself to such activities as monitoring and critiquing some of the management firm activities, assisting in the preparation of the MSG's weekly reports to the Oakland school system, preparing evaluation design materials, and providing critiques of activity and program plans contained in the plan of operation eventually submitted by the MSG. In addition, throughout most of this time, ERC also supplied the management firm with a part-time, on-site observer to assist the MSG as they found useful. This observer helped plan meetings, observed and critiqued meetings, drafted action plans, occasionally served as liaison between the management firm, the Office of Education, and the Oakland school system, helped set interim and long-term objectives for the work

of the management firm, and lubricated the relationship between the BALC coordinator and the MSG.

ERC prepared a careful examination of the plan of operation produced by the MSG. This work appeared as Occational Report #6 (I54a OE) in August 1972, and contrasted the RFP issued by BALC, the technical proposal submitted by MSG in response to the RFP, and the final draft which completed the work done by the management firm.

In August 1972 the superintendents from the three school districts met with the representatives of the MSG to discuss the draft of the plan of operation and to recommend changes. By that time the school district had prevailed and TALC was no longer involved in BALC.

September 1972 - March 1973 Late in the summer of 1972 the relationship between ERC and BALC ground to a halt. It was not renewed in mutually agreeably terms until January 1973.

During this time the BALC coordinator and other representatives from the three school districts met with a number of different organizations to identify and discuss potential in-service teacher training programs. These discussions resulted in a number of BALC programs. In October 1972 the superintendents of the three school districts accepted the final draft of the plan of operation prepared by the management firm. The following plan emerged: BALC was to consist of a central administrative unit with three satellite staff development centers, one in each school district. A management seminar or other activities aimed at improving

the competency of Oakland school administrators was to be developed and the BALC coordinator was to design and implement a procedure for selecting the BALC director. A series of subcontracts were negotiated leading to some in-service workshops and management training seminars. In December 1972 the selection process for the BALC director was begun; it ended on March 20, 1973 with the selection of its present director. No evidence is available that the plan of operation prepared by the management firm was ever used. Nevertheless, BALC soon started operation.

Rhode Island Teacher Center[4]

June 1971 In late June 1971 the Office of Education notified Commissioner F. G. Burke that Rhode Island had been selected as one of four sites to pilot the development of the Teacher Center program. The receipt of the grant prompted Commissioner Burke to appoint a teacher education council with the initial responsibility for the development of the Teacher Center.

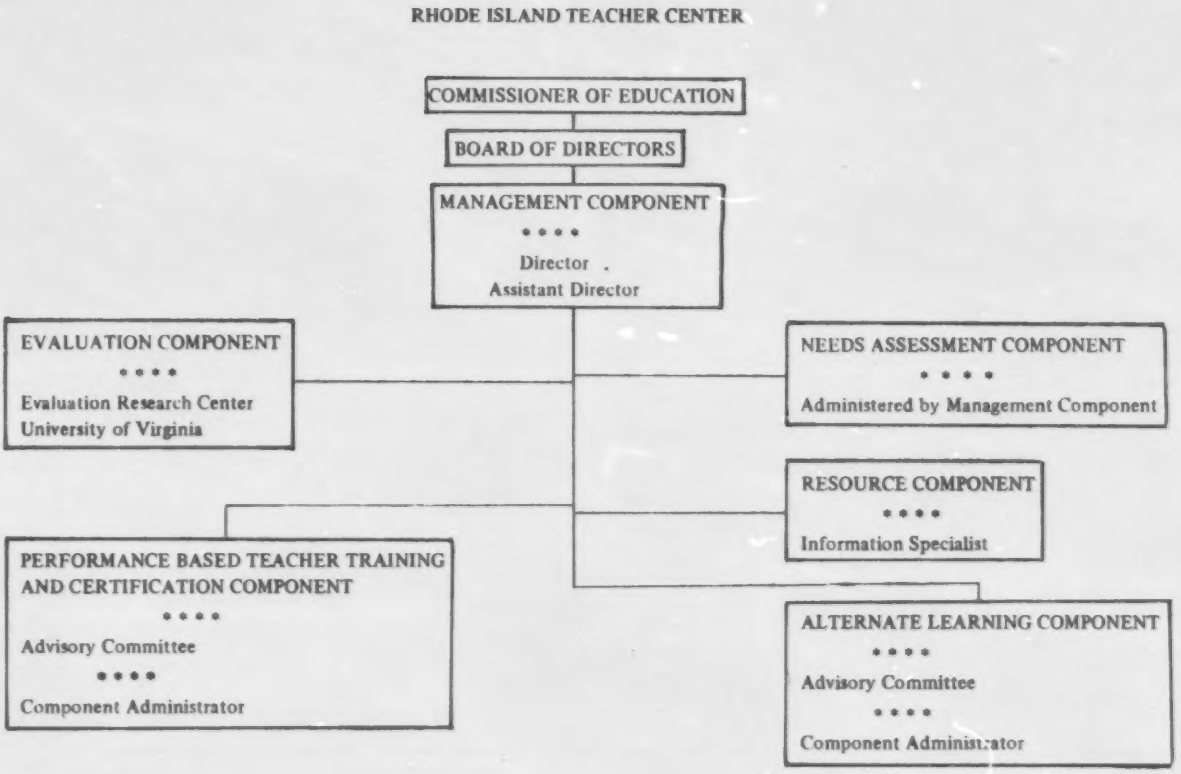
September - November 1971 During this time period RITC held a needs assessment conference to determine broad areas of need, to establish both program and nonprogram components, and to draw up a proposal to be submitted to the Office of Education for funding during Phase II (Phase I was a planning period) and meet with ERC in order to

4. This account of RITC is based upon I 13a RI, I 13 RI, I 34 RI, I 39 RI, and M 71 OE.

delineate principal short-term and long-term objectives.

A number of different needs assessment studies completed in 1969-70-71 all reported a need for better preservice and in-service programs for teachers. In September 1971 a day long needs assessment conference was held, attended by over fifty people representing the local education agency, colleges and universities, the community and the teaching profession. Participants were divided into four teams and asked to generate ideas for inclusion in the structure and future activities of the RITC. Nine areas of concern were identified: (1) performance-based teacher training and certification, (2) human relations training, (3) use of curriculum resources, (4) experimentation, (5) coordination of existing and proposed teacher training efforts, (6) accountability skills training, (7) needs assessment, (8) research in teacher effectiveness, and (9) short-term learning experiences for in-service teachers. As a result of this conference the board of directors (see below) chose the two program components which would, in the beginning, comprise RITC. These were a performance-based teacher training and certification program and an alternate learning center. The performance-based training component was seen as a vehicle for restructuring preservice teacher education and integrating preservice and in-service training. The alternate learning center component was to function as the major in-service training unit concentrating on implementing proven practices and approaches in those areas of need previously identified.

During this time period the following organizational structure emerged:



The policy making body for RITC was to be a board of directors, directly responsible to the commissioner of education of the Rhode Island state department of education. It consisted of twelve members--three from higher education, three local education agency administrators, three teachers, two representatives of the community, and a state education agency representative. Provision was made to increase the number of representatives as needed. Decisions by consensus were hoped for, but in the case of a dead lock a two-thirds majority requiring the vote of at least one representative from each group was to rule.

The resource component was to serve both the alternate learning center and the performance-based training component, and the evaluation component was to serve the entire project. The needs assessment component was to identify the in-service training needs as perceived by teachers and to project future demands for educational personnel. By the end of November 1971 RITC had appointed a board of directors and a project director.

December 1971 - June 1972 This time period culminates with the funding of the RITC proposal by the Office of Education in June 1972. It involved a complicated series of transactions in which RITC attempted to ascertain whether the Office of Education would fund Teacher Centers or renewal sites or both. RITC revised its proposal several times in response to cues from the Office of Education, first by moving away from the original concept of a Teacher Center to a combination teacher center-renewal

site structure, and later by moving back again to a teacher center form that was funded by the Office of Education and which seemed to leave open the possibility of eventually fitting in with renewal concepts.

The Phase I activities which began in late June 1971 continued up through March 1972. During this pre-planning phase the basic structure and program components of RITC were delineated. In February RITC submitted a proposal to the Office of Education responsive to the belief then current that Teacher Centers should incorporate educational renewal centers in their structure. The Office of Education, however, required certain changes in that proposal. In March, RITC submitted a new proposal reflecting the latest thinking of the Office of Education, namely, that renewal sites were desired by the office. That proposal was funded but within a few days the project officer communicated to RITC that the "renewal idea" was dead for 1972 and that RITC should resubmit its proposal for fiscal year 1972 and address the notion of teacher centers instead. RITC accepted this request and submitted a new proposal dated April 5, 1972. This proposal was apparently substantially the same as the original one it had submitted in October 1971, and was finally funded in June 1972.

July 1972 - March 1973 During July and August 1972 the negotiations of the fiscal year 1972 subcontract between ERC and RITC gradually came to a standstill. Late in August it was mutually agreed to discontinue negotiations and from September 1972 to January 1973 there was virtually

no contact between ERC and RITC. However, in January, a subcontract between the two parties was agreed upon and ERC began work immediately by recording a program design for RITC. By the end of March the program design was complete and had been reviewed and judged acceptable by a panel of outside experts.

During the period July 1972 to March 1973, a firm foundation was laid for RITC. Office space was secured and equipped, and new staff members were interviewed and selected. Needs assessment activities were initiated and detailed planning of the different RITC components was underway. Questionnaire results were analyzed, awareness conferences were planned, advisory committees identified, and so on.

Important shifts took place also at the state level. Plans for the reorganization of the Rhode Island state department of education were laid out in October 1972 and the new organization was presented to the superintendents of school districts in the state in January 1973. Essentially RITC became part of the Bureau of Program Development and Diffusion which in turn was responsible to the Division of Academic Services. The other bureau responsible for that same division was the Bureau of Federal and State Grant Programs. The division itself reported directly to the commissioner. At the time the director of RITC was also the head of the Bureau of Program Development and Diffusion (BPDD).

Decisions on the funding and approval of new programs were made by a program review committee. This committee met once a week and consisted

of the directors of the two bureaus, and the director of the division of academic services. However, according to RITC plans, the process for program development was to begin in a school or school district with a request for the assistance of a consultant (extension agent). The agent assigned to that area by the BPDD would be aware of all the resources available through the state education agency and would be able to bring these resources to bear on a problem. This was seen as an improvement over conditions in the past where pressure groups formed, came to the state education agency, and asked for a program to meet their needs. In most cases the state agency would call on a consultant specialist who would more often mollify the group than get involved in program development. Now, the extension agent would be responsible for assisting such groups in the identification of resources and preparation of proposals, although he would not necessarily directly consult on content areas.

The following staffing pattern was also developed during this time period. The state was divided up into three service areas and two or three extension agents were assigned to each of them. Each service area was headed by a coordinator, two of whom also doubled as director of the Educational Information Center and Alternate Learning Center. Other staff members included the director of RITC, an assistant director, and a needs assessment specialist.

A working relationship with institutions of higher education was developed. RITC chose to work with two colleges: the University of Rhode

Island, which trains approximately 20 percent of Rhode Island's teacher force, and Rhode Island College, which trains approximately 60 percent of the state's teachers. However, other institutions of higher education can and do participate in RITC activities. The goal of RITC in this relationship was to change the mode of teacher training by linking the personnel and offerings of colleges or universities more closely with the schools. The way in which the state education agency reorganized itself was also designed to try to facilitate this goal.

Finally, it is worth noting that the University of Rhode Island handled all fiscal matters for RITC.

February 1973 - June 1973 Further development and implementation of program components continued during this time period. An evaluation design was prepared by ERC in cooperation with RITC management and staff, and baseline data regarding the impact of RITC during fiscal year 1973 were gathered.

The project was assigned a new project officer, its third, for FY 74 but the Office of Education did not place any new programmatic or administrative conditions on RITC for FY 74.

Plans were finalized to add two community members to the RITC board of directors. Half of the Teacher Center board were due to end their first terms in July 1973 and, with one exception, were expected to be reappointed for another full term. At that time the RITC director indicated that the board was concerned about the addition of potentially militant,

lay, minority representatives to the RITC board because the professional educators wanted to manage and direct RITC and did not want to relinquish decision-making power over the project to the lay community.

A new board of regents was selected and a new regents act was passed by the state legislature. This suggested that the state education agency might undergo some changes which might affect the operation of RITC. Nevertheless, RITC seemed well established and was on its way.

Texas Center for the Improvement of Educational Systems[5]

The Texas Center for the Improvement of Educational Systems (TCIES) is a facilitating agency intended to improve teacher education in Texas. It evolved from a series of developmental efforts that began in 1961, with the Texas Student Teacher Project. This early project was supported by the Ford Foundation in order to test the notion that improvements in teacher education could be made through broad scale involvement of professional educators, student teachers and citizens, and under its auspices a series of meetings was held throughout Texas to discuss needed changes in teacher education. From those meetings came a clear indication that "large scale change would require new kinds of institutional cooperation, revised teacher standards, and additional legislative and financial support at the state level."

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5. Much of the material presented in this section is excerpted from Volume IV, the Texas Teacher Center, Evaluating the Four Teacher Center Pilots: The Annual Report, June 30, 1973 by Dr. John B. Peper. (I 80 Tex)

In 1967, the Education Professions Development Act was passed specifically to provide assistance to state departments of education, the teaching profession, and universities and school districts in developing models of teacher education improvement programs. In the first operational year of the act, four regionally-based Trainers of Teacher Trainers (TTT) projects were approved including one at Southeastern Oklahoma State University. The Oklahoma-Texas project funded the Dallas Independent School District Teacher Training Complex. This complex was in operation a full year before Texas, as a state, submitted a multi-institutional proposal for funding of a series of lighthouse Teacher Center projects.

Included in this 1970-71 Texas performance-based TTT project were proposals from the University of Houston, Texas Christian University at Fort Worth, West Texas State University at Canyon, the University of Texas at El Paso, and the Dallas Independent School District. In 1971-72 it was envisioned that each pilot site would develop an educational cooperative as well as a performance-based system of preservice education within the university in cooperation with the service center and the local school district. The project design also included a statewide coordination function to be administered within the Texas Education Agency. Although the statewide coordination was desirable, it soon became evident that existing intra-agency staff and facilities would need to be augmented by additional resources in order to make the efforts of this project conform

to the requirements being mandated simultaneously by the state legislature.

What is now called the Texas Center for the Improvement of Educational Systems was created in response to this need for statewide coordination. However, before outlining the role of TCIES, it is necessary to note some important legislative changes occurring in Texas which affected both preservice and in-service teacher education programs. One of the direct byproducts of the personnel training conference sponsored by the Texas State Teacher Project with funds supplied by the Ford Foundation in 1961 was a set of education bills passed in the Texas legislature in 1969. Senate Bill 8, known as the Texas Student Teaching Act, was written specifically to make responsibility for teacher education in the clinical setting a joint responsibility of the local school district and the university. House Bill 240, though not a direct outgrowth of SB 8 made funding a provision in the basic salary guide for ten days of in-service training for every teacher in the state each year.

Under SB 8, approved programs were to be presented by local Teacher Education Centers to the Texas Education Agency for certification approval. The state agency, with the assistance of colleges, universities and public school personnel, was directed to establish standards for approval of those public school districts which would serve as Student Teacher Centers, and to define the cooperative relationship between the college or university and the public school that serves the student-teaching program.

Both the public school district serving as a student teacher center and the college or university using the Teacher Center facilities were to share joint responsibility for selection and approval of supervising teachers. Employees of the district were to serve in the program, and they were required to agree upon and adopt continuing in-service improvement programs for the supervising teachers. Fiscal support of the program was provided in the amount of $250 per student teacher.

It was apparent that a systemic improvement process had been mandated by legislative authorities in Texas. The legislation required, first, that pre-service teacher education was to become a multi-institutional responsibility with cooperation between local districts, universities and the Texas Education Agency. Second, an organization known as a local Teacher Education Center was required. And third, ten days of in-service training were required. Perhaps of greatest significance was the requirement for the establishment of local Teacher Centers to provide an organizational imperative for cooperative preservice program development.

In order to enhance the statewide coordination of the TTT Program, and to link the performance/competency-based educational program development to statewide educational legislation reform movements, the Texas Educational Renewal Center (TERC) was established in 1971. Its director had formerly been the architect and director of the Dallas Independent School District's Teacher Training Complex. In 1973, TERC became the Texas Center for the Improvement of Educational Systems (TCIES).

In funding TERC the Office of Education was promoting events in Texas which promised to have great influence on teacher education. SB 8 and HR 240 were in effect at the time and they certainly promised commitment at the highest level of management, one of the "Office of Education conditions" carried by Teacher Center funds provided by the Office of Education. Also in Texas there were five TTT sites where competency-based teacher education was being established. Parity was a condition of their existence, which corresponded nicely with another one of the "Office of Education conditions" of the Teacher Center program.

In addition to parity and competency-based teacher education, TERC also established and encouraged needs assessment activities, the implementation of "proven products," information dissemination activities, and evaluation in those Teacher Centers which it supported financially. Houston and El Paso received money to develop needs assessment models and other sites were required to get needs assessment activity underway in order to qualify for TERC funds. TERC held "awareness conferences" throughout the state and then offered technical assistance to those sites willing to implement proven products. In many cases their use was evaluated through assistance from TERC. Meanwhile TERC began the training of persons referred to as change agents as part of its information dissemination scheme. Participating institutions sent representatives to an already established Teacher Center for training who could then return and facilitate the growth of a local Teacher Center. TERC also attempted to

link the five original TTT sites with the Texas Information System Project, an information dissemination project separately funded by the National Institute of Education.

The staff of TERC included only two full time professionals and was deliberately kept small in order to serve as a facilitating and organizing resource rather than as a large direction and control agency. Also, throughout this early period, the project officer assigned by the Office of Education maintained a laissez faire attitude toward the pilot Teacher Centers in Texas.

An important development in 1972 was the new standards for teacher and school district certification issued by the Texas Education Agency which sought to make competency-based teacher education mandatory. The state board of education passed six new certification standards in 1972 and new accreditation standards for public schools all calling for performance-based criteria and all to be phased in over a five year period. This move on the part of the Texas Education Agency was linked with the work of TERC in a systemic approach to change in teacher education. However, the certification standards were changed in 1974-75 as the result of an opinion issued by the Texas attorney general to the effect that performance or competency-based teacher education/certification could not be the sole, mandated criteria for certification. Both TERC and later TCIES encouraged competency-based teacher education and many of the performance-based programs established by 1974 seem determined to continue the effort,

the attorney general's opinion notwithstanding.

By the spring of 1972 the same kind of broad representation was achieved on the state level as the parity boards and later the advisory councils had achieved at the local level. It was decided that each of the twenty-one Teacher Centers in the state elect nine members to serve on an assembly which eventually grew to about two hundred members. A steering committee was then formed consisting of thirty-three individuals elected by the assembly from its membership. Eight or nine persons from the steering committee were then drawn to make up an executive committee.

The function of the executive committee was to handle the ongoing concerns of TCIES and to advise the steering committee on goal setting and TCIES management. The assembly was to react to and ratify policy. However, by 1973 only the executive committee was meeting regularly. It was clear that the organizational structure was cumbersome. The size of the different groups and financial and logistical constraints prevented effective cooperation even though ethnic and institutional representation had been achieved.

During 1972-73 the TCIES project was composed of seven major components (areas of activity or functions). They were: (1) management, (2) Teacher Center development, (3) proven products installation, (4) evaluation, (5) national linkages, (6) change agent support, and (7) information services. These components seemed to be highly interactive and, at times, indistinguishable in operation. In 1972 ERC assigned a full-time

evaluator to work with TCIES, an arrangement that continued well into 1973.

In 1973 all of the Teacher Center pilots were funded at a lower level than they had been since 1971. Funds for TCIES dropped to about one-fourth of what they had been. There were other changes as well. A review of the two needs assessment models produced in Houston and El Paso recommended that work on the El Paso model cease. The Teacher Center in Houston wanted to make some revisions to its model and go through a second field test but never received the funds to do so. Nevertheless, other Teacher Centers in Texas condinued to use the model. One major criticism suffered by the models was that the information on perceived needs gathered from students, parents, and teachers often conflicted yet no way of resolving these conflicts and setting priorities existed.

There was also a decrease in the emphasis on implementing "proven products" in the schools and Teacher Centers were permitted to use TCIES funding to support other curriculum efforts as well. In June 1973 the professional staff of TCIES was reduced from two to one, leaving only the director of the project.

In 1973-74 the TCIES project continued the same efforts it had been associated with the previous year except that it ceased to train additional change agents. By that time there was a total of twenty-one Teacher Centers at various levels of development operating with TCIES support throughout Texas. Some were more like holding companies, not having

a physical location and only approving teacher preparation programs of local colleges and universities to meet the minimal conditions established by SB 8. Others operated their own facilities and designed and implemented in-service programs for teachers. Each of them represented a cooperative of educational institutions aimed at improving teacher education within their geographic regions.

2. Overview of the Impact of Selected Pilot Components by June 1974[6]

In February 1974 the Teacher Center program was two and one-half years old. Cognizant of the Office of Education's interest in the design and implementation of programs directed toward the resolution of educational problems, the ERC staff decided to gather summative data about Teacher Center impact by determining the extent to which the pilots provided problem-solving services to their clients. The following categories of project activity were selected:

- establishment of program goals;
- establishment of information systems;
- the delivery of products, processes and services;
- the creation of new programs;
- the increase of interinstitutional growth;
- the improvement of organizational health.

On the basis of these categories, ERC staff developed several instruments

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6. The material in this section is excerpted from the ERC report of August 31, 1974, Volume I (I95OE).

which were used in structured interviews to assess the impact of project components representing some of the categories. The following summary of the extent to which the local projects provided services within the six catetories of educational activity that were identified.[7]

First, did the Teacher Centers help local education agencies establish their program goals? The impact survey determined that the projects implemented a formal needs assessment, one of the components in the category of establishing program goals. These data do not, however indicate many specific outcomes of the activity. The limited number of answers suggests that either the Teacher Center clients did not understand the needs assessment request or they did not recognize the outcomes.

Second, did the Teacher Centers disseminate needed information about research and current practices in education? Two components that fulfilled this need--information dissemination systems and awareness conferences--were included in the survey. Information dissemination systems provide local educators with a formal mechanism for obtaining reviews of research data on educational innovations. Results from Rhode Island and Texas indicate that their information dissemination systems did provide educators with information about educational programs and that the information was used both for developing new programs within schools and

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7. Although components may have the same name at different projects, their activities may differ in scope, context, and intensity of effort. Also, there are limitations to the sample and the methodology employed at each site which make comparisons among the pilots hazardous. These are discussed in the ERC reports of 1974 on each of the pilots.

for assisting in the location of other available resources for local program development.

Another component in this category was the awareness conferences provided in Rhode Island and Texas. This service was designed to acquaint local educators with a selected number of proven educational products or practices that could be adopted readily in their local schools. Data from the two projects show that many educators became aware of proven products and practices at these conferences. At both sites, a larger percentage of administrators became aware of these services than teachers.

Third, did the Teacher Centers deliver products and services to their clients? Three components in this category were investigated across all three pilot sites in the impact survey: the use of educational extension agents, assistance in competency-based teacher education training, and provision for in-service training.

Educational extension agents, or consultants (known as program development consultants), were available to local education agencies in RITC. The data show that these consultants assisted both teachers and administrators in obtaining the solution of their individual, school or school district problems.

Assistance in competency-based teacher education was provided by the Rhode Island and Texas projects in different forms. In Rhode Island the major focus was in developing a plan for competency-based teacher education at the state department of education and then holding a conference

so local education agencies could become aware of the plan. A small percentage of educators did become aware of competency-based teacher education by attending the conference. In Texas, the emphasis was on developing local education agencies' capacity for use of competency-based teacher education. Data show that approximately one-fourth of the educators surveyed were implementing competency-based education practices in some form. The majority of these respondents were from Houston.

Each of the three sites supported or provided teacher training as its major service. The data clearly show that, although this type of training varied widely in content across the sites, most users felt the training addressed their needs, achieved its objectives, and was effective. Furthermore, the educators surveyed expressed a desire for more training in the future.

Fourth, did the Teacher Centers directly create new programs? This activity was not surveyed in the three pilots.

Fifth, did the Teacher Centers affect the governance of educational institutions? No data was gathered pertinent to this category.

Finally, did the Teacher Centers improve institutional health? The only aspect of health surveyed was that of institutional cooperation. Data from RITC show that local administrators cooperated with both institutions of higher education and state departments by conducting preservice and in-service teacher training and by planning school programs.

3. Overview of the Status of Selected Project Characteristics by June 1975[8]

a. BALC and RITC

Again, as in 1973-74, ERC designed a set of survey instruments which were used to interview pertinent personnel at each pilot. The following is an overview of the extent to which BALC and RITC provided service to their constituents within four categories of activity: establishing program goals, disseminating information, providing training, and providing problem-solving assistance through the use of consultants.[9]

First, did the Teacher Centers assist local education agencies in establishing their program goals? The impact surveys show that needs assessment activities were carried out in both Rhode Island and the Bay Area. The data in both cases show that this type of service is the least used by both groups of clients, although the data from Rhode Island indicate more use of both student and teacher needs assessment in FY 75 than FY 74. As in the past, specific outcomes of this service were identified by the users.

Second, did the Teacher Centers disseminate needed information about research and current practices in education? Two vehicles for dissemination were employed in Rhode Island: the Education Information Center and

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8. This material is based on the 1975 ERC reports on the Teacher Center pilots, Volumes II, III and IV, which treat the topics mentioned here in detail.
9. Although components may have the same name at different projects, their activities may differ in scope, content and intensity of effort. Also, there are limitations inherent to the sample and methodology employed at each site which make comparisons among the pilots hazardous. These are discussed in the ERC reports of 1974 on each of the pilots.

awareness conferences. Use of the Education Information Center increased in FY 75 and a large number of users reported that they had used information from the information center to identify and develop new programs within their districts/schools/classrooms.

Use of the awareness conferences was approximately the same as last year in Rhode Island. These data indicate that RITC is continuing its efforts to make educators across the state aware of its in-service training in proven products and practices. As reported in last year's data summary, a larger percentage of administrators than teachers used both Educational Information Center services and attended awareness conferences offered by RITC.

BALC does not have a formal, comparable information dissemination system.

Third, did the Teacher Centers provide training? In Rhode Island the data show an increase over last year in the use of in-service training offered by the Teacher Center. Educators who had participated in the training rated its quality at the same high level as they have in the past. Data from the Bay Area show that BALC training is being well received, that it addressed perceived needs, and that it achieved its objectives.

Data from both sites indicate that educators desire more training in the future.

Fourth, did the Teacher Centers provide problem solving assistance to educators through the use of consultants? Both BALC and RITC

respondents used educational consultants. In RITC, the use was greater in FY 75 than in FY 74, and more outcomes of the use were cited by educators from both centers.

Fifth, did Teacher Centers provide formal space for teachers to hold meetings, create materials, and review curriculum materials? The data show that BALC provides these services in the form of both the START center in Oakland and the Teacher Learning Center in San Francisco. Educators from the respective centers made considerable use of both these facilities.

RITC does not provide such space for teachers.

b. TCIES

The work in Texas in 1975 was to study the nature and extent of collaborative activity at five Teacher Centers (San Antonio, Dallas, Houston, West Texas, and Fort Worth). This was done through on-site interviews by a team of three investigators.

The topic of collaboration was of particular interest to TCIES since the concept of a local cooperative Teacher Education Center is based on the ability of diverse constituencies--such as colleges and universities, school districts, professional associations, regional education service centers and the community--to work together toward the improvement of teacher education.

A number of factors were identified as playing an important role in the collaborative efforts at the five sites. They are grouped below under

four different headings and indicate themes current at the sites studied.

General Factors

- Many people are convinced that teacher education is no longer the prerogative of any single institution--that schools, colleges, and teachers must jointly design and conduct teacher education.
- Legislation exists which requires colleges or universities, school districts and the state to share responsibility for teacher education. This provides a strong incentive for collaboration.
- Most Teacher Center bylaws permit member organizations to decide independently on the extent to which they are bound by Teacher Center actions or resolutions. This may tend to weaken the commitment of each party, and may adversely affect collaborative efforts.
- It is not always enough to identify a discrepancy between desired and actual council behavior. The timing with which this discrepancy is confronted may be crucial to the members' ability to do something about it jointly. Some problems are better tackled later in the organization's life than earlier.
- Collaboration is hard to define--and hard to distinguish from coexistence. Individuals may often collaborate to prevent basic differences on values and goals from surfacing.
- Conflict among members is unavoidable in a collaborative

effort. It is better to distinguish between productive and destructive conflict.

Factors Related to the Mission of the Teacher Center

- Defining the mission of a Teacher Center tends to be an evolutionary process, and members' expectations need to be adjusted accordingly.
- As the purposes of a Teacher Center change, its needs for funds and other kinds of support change as well. However, it is not always recognized by all of the actors involved that changes in Teacher Center purpose and needs have taken place. Hence, individual Teacher Center members may act out of different mental frameworks.
- The authority of a Teacher Center advisory council may threaten, conflict, overlap or complement the authority of other legally established bodies. Therefore, the Teacher Center role and relationship to other entities must be examined and clarified so that it can work productively with other agencies.
- The idea of parity may be simplistic. It may be better to determine what contributions each member constituency is best equipped to make. Collaboration need not mean equal decision-making authority in all circumstances.
- The work done by individual Teacher Center members must be matched by appropriate rewards. Collaboration is made

next to impossible, if it is not rewarded, or if an individual's time is best spent pursuing other activities which are rewarded.

- Teacher Center activities must be well defined and carried out according to a continuously re-examined set of priorities. Tasks must be realistic and sensitive to existing constraints, otherwise members will easily become discouraged.
- In order to experience real success, collaborative groups must eventually be willing to move from abstract discussions of programs to actual implementation of a project.

Factors Related to Organizational Structure

- The basic organizational unit of a Teacher Center has not yet been determined.
- Teacher Centers must be strategically located within the state. Their local placement and structure must be such that they accomodate the legislative mandates applicable to Teacher Centers in Texas.
- A large complex structure may complicate decision making to the point where decisions are made covertly, or contrary to procedures. This creates distrust.
- A large advisory council may ensure broadly based representation but at the expense of meaningful participation and collaboration.
- It may be best to write bylaws incrementally, in keeping with

the stage of development of the Teacher Center. This helps ensure relevance and a productive tension between actual practice and the rules governing it.

- In order to stay responsive to a changing environment and take advantage of opportunities as they appear, a flexible structure is advantageous. However, excessive flexibility may also prevent a Teacher Center from crystallizing around a set of goals and thus create frustration or charges of opportunism.
- An organizational structure or procedure which obviates the need for personal integrity in decision making probably does not exist. Trust must be built and earned.

Factors Related to Communication Among Members

- To take as an index of collaboration an advisory council with a single voice is probably an unrealistic and undesirable objective. It seems better to try to find ways of harmonizing different voices.
- Some council members will have more easily discernible constituencies than others. Nevertheless it is probably never obvious who will best represent a given constituency.
- The council is easily thought of as an input mechanism to policy making and program design. However, it must also be able to communicate its activities effectively to the different

constituencies it represents.

- Council members may be able to participate more or less vigorously depending upon the authority with which they may commit the organizations they represent. Invisible strings may prevent individual members from cooperating fully.
- Effectiveness of meetings is reduced if the logistics of meeting attendance are complicated or expensive and if agendas and minutes are not properly and impartially recorded.
- There are certain skills which council members can learn which will make them more effective participants in any collaborative effort.
- It is useful for council members to interact informally, and become acquainted as persons. In that way they can eventually find it easier to understand each other.
- Council members with interinstitutional experience are more likely to make better participants. Their varied experience makes them more credible to other members of the council.

APPENDIX 2

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I 31 OE	Occasional Report #4, February 18, 1972, ERC.
I 54a OE	Occasional Report #6, June 1972, ERC.
I 65 OE	"Abbreviated Paper on Relations Among Office of Education, Evaluation Research Center and Teacher Center Pilots," prepared for Teacher Center meeting, of January 25, 1973 in Washington, D.C.
I 69 OE	A Status Report, The Four Teacher Center Pilots, March 28, 1973, Volume I.
I 71 OE	The Annual Report: The Four Teacher Center Pilots, June 30, 1973, Volume I.
I 95 OE	The Second Annual Report: The Four Teacher Center Pilots, August 31, 1974, Volume I.

Category Reference	Document Title
I 9 Bay	Occasional Report #1, December 6, 1971, BALC.
I 17 Bay	Occasional Report #2, January 11, 1972, BALC.
I 29 Bay	Occasional Report #3, February 3, 1972, BALC.
I 31 OE	Occasional Report #4, February 18, 1972, BALC.
I 23 Bay	Occasional Report #5, March 10, 1972, BALC.
I 54 Bay	Occasional Report #6, August 20, 1972, BALC.
I 73 Bay	Status Report: The Bay Area Learning Center, March 28, 1973, Volume II.
I 74 Bay	First Annual Report: The Bay Area Learning Center, June 30, 1973, Volume II.
I 79 Bay	The Second Annual Report: The Bay Area Learning Center, August 31, 1974, Volume II.
I 13a RI	Occasional Report #1, December 6, 1971, RITC.
I 15a RI	Occasional Report #2, January 11, 1972, RITC.
I 19 RI	Occasional Report #3, February 3, 1972, RITC.
I 19a RI	Occasional Report #5, March 3, 1972, RITC.
I 26 RI	Occasional Report #6, June 22, 1972, RITC.
I 39 RI	Status Report: The Rhode Island Teacher Center, March 28, 1973, Volume III.
I 46 RI	First Annual Report: The Rhode Island Teacher Center, June 30, 1973, Volume III.
I 63 RI	Second Annual Report: The Rhode Island Teacher Center, August 31, 1974, Volume III.

Category Reference	Document Title
I 20 Tex	Occasional Report #1, December 6, 1971, TERC.
I 26 Tex	Occasional Report #2, January 11, 1972, TERC.
I 33 Tex	Occasional Report #3, February 3, 1972, TERC.
I 47a Tex	Occasional Report #5, March 10, 1972, TERC.
I 70 Tex	Occasional Report #6, June 23, 1972, TERC.
I 78 Tex	Status Report: The Texas Teacher Center, March 28, 1973, Volume IV.
I 80 Tex	First Annual Report: The Texas Teacher Center, June 30, 1973, Volume IV.
I 90 Tex	Second Annual Report: The Texas Teacher Center, August 31, 1974, Volume IV.
I 91 Tex	Final Report: Texas Center for the Improvement of Educational Systems, Egon Guba, June 30, 1974.
I 10 DC	Occasional Report #3, February 29, 1972, CEA.
I 22 DC	Occasional Report #6, June 1972, CEA.
I 83a DC	Status Report: The Center for Educational Advancement, March 28, 1973, Volume V.
I 126 DC	First Annual Report: The Center for Educational Advancement, June 30, 1973, Volume V.
I 169 DC	Second Annual Report: The Center for Educational Advancement, August 31, 1974, Volume V.